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Dalbey, Earle Gordon.

Ohio State University

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COPY OF THESIS AND ABSTRACT  
PRESENTED IN PARTIAL FULFILLMENT  
OF THE REQUIREMENTS FOR THE DEGREE  
OF MASTER OF BUSINESS ADMINISTRATION  
BY  
EARLE GORDON DALBEY  
OHIO STATE UNIVERSITY  
1952

THESIS  
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THE PROBLEM OF MORALE IN PERSONNEL MANAGEMENT  
NAVY SUPPLY OFFICERS SUPERVISING CIVIL SERVICE  
PERSONNEL AT A MAJOR CONTINENTAL NAVY SUPPLY ACTIVITY

Abstract of

A Thesis

Presented in Partial Fulfillment of the Requirements  
for the Degree Master of Business Administration

By

EARLE GORDON DALEBY, B.S.

The Ohio State University  
1952

Approved by:

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Adviser



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THE PROBLEM OF MORALE IN PERSONNEL MANAGEMENT  
NAVY SUPPLY OFFICERS SUPERVISING CIVIL SERVICE  
PERSONNEL AT A MAJOR CONTINENTAL NAVY SUPPLY ACTIVITY

EARLE GORDON DALBEY

B.S., Drexel Institute of Technology, 1940

Department of Business Organization  
(Approved by James H. Healey)

The objective of this paper is to provide the Navy Supply Officer with an understanding of the most important areas in which he may influence the morale of civil service personnel and to guide him in handling himself in these areas to best advantage in his duties as a supervisor of such personnel. This involves a transition from the authoritarian military approach to the democratic approach required for successful management of civil service employees.

The first section of the paper is devoted to stating the problem and providing the officer with those facts regarding the terms "morale" and "personnel management" which are considered necessary to bring him to the proper level of understanding of those terms prior to assuming a supervisory position.

The second section is concerned with leadership, discipline and disciplinary action, and grievances, which are those areas in which the officer can exert the greatest influence on employee morale. The comparisons are drawn in these areas of the military aspects versus the

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THE JOURNAL OF THE AMERICAN MEDICAL ASSOCIATION  
PUBLISHED WEEKLY  
535 N. Dearborn Ave. Chicago, Ill. 60610  
Subscription price, \$5.00 per annum in advance

Second Class Postage Paid

Postmaster: Please send address changes to J. A. M. A., 535 N. Dearborn Ave., Chicago, Ill. 60610

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The purpose of this paper is to provide the reader with a brief review of the history of the American Medical Association and its role in the development of the medical profession in the United States. The paper will discuss the early years of the organization, its growth and expansion, and its current status as a leading force in the medical community. It will also examine the challenges facing the organization and the medical profession today, and offer suggestions for how the organization can best meet these challenges in the future.

The first section of the paper is devoted to a history of the American Medical Association. It begins with a discussion of the early years of the organization, when it was known as the American Medical Association of Physicians and Surgeons. It then discusses the growth and expansion of the organization over the years, and its current status as a leading force in the medical community. It also examines the challenges facing the organization and the medical profession today, and offers suggestions for how the organization can best meet these challenges in the future.

The second section of the paper is devoted to a discussion of the current status of the American Medical Association and its role in the medical profession. It discusses the challenges facing the organization and the medical profession today, and offers suggestions for how the organization can best meet these challenges in the future. It also examines the current status of the organization and its role in the medical profession, and offers suggestions for how the organization can best meet these challenges in the future.

democratic aspects. Techniques and guides are put forth for the officer which are considered the best for his use in a program of morale maintenance and improvement in the democratic situation.

The final section analyzes the various morale measurement techniques and indicates advantages and disadvantages of these various techniques. The value involved in the use of such techniques is summed up by stating that the results of such techniques are valid only if administered by competent persons and the degree to which the results are used by management.

This paper closes with a series of recommendations presented for use of the Navy supply officer in his supervision of civil service employees.





THE PROBLEM OF MORALE IN PERSONNEL MANAGEMENT  
NAVY SUPPLY OFFICERS SUPERVISING CIVIL SERVICE  
PERSONNEL AT A MAJOR CONTINENTAL NAVY SUPPLY ACTIVITY

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Presented in Partial Fulfillment of the Requirements  
for the Degree Master of Business Administration

By

EARLE GORDON DALBEY, B.S.

The Ohio State University  
1952

Approved by:

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Adviser

THE HOUSE OF COMMONS IN THE YEAR 1801  
WAS THE FIRST TIME THAT THE  
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A Bill

introduced in the House of Commons  
for the better regulation of the  
House of Commons

OF

THE HOUSE OF COMMONS

IN THE YEAR 1801

1801

Approved by

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## CHAPTER I

### THE PROBLEM

#### Introduction

A major Navy supply activity with the compliment of 4800 civil service personnel and 200 Naval Officer personnel has been selected for this study since it is considered that the morale problems of an activity of this size may be those that face Supply Officers in all major Navy supply activities. It is into an activity similar to this that the Navy transfers many of its supply officers for their tour of shore duty.

The officers arriving at this activity are placed in supervisory positions shortly after arrival and given a perfunctory indoctrination. The Navy Supply Officer with his training in the technical complexities of supply and with his long experience in military leadership is thus injected with little or no preparation into a civil service situation with its democratic aspects. It is while steering this blind course of supervising without training that we find problems of morale arising with considerable frequency. These problems arise in the Officer's supervision job itself wherein he may experience considerable frustration. More important still, morale problems also arise among those being supervised as a result of



Introduction

A major very early activity within the Commission of about 1915 was the development and the early efforts of the Bureau to develop the various programs of an activity in this field. It was at that time that the Bureau began to develop its various programs in all major areas of activity. It is also an activity similar to that of the other various agencies of the Federal Government for their own of such type.

The Office of the Director of the Bureau is placed in supervisory positions through either direct and given a preliminary investigation. The early supply of the Bureau with its training in the various programs of activity and with its long experience in military leadership is thus injected into this as no preparation for a civil service position with its democratic aspects. It is while working with this kind of experience without realizing that we find problems of working with the various programs. These programs are in the Office's supervision for local areas in any experience and the Bureau. Some important skills, such as the ability to work with those being supervised as a result of

the Officer's deficient supervision job.

It is through this lack of understanding of democratic administrative processes and its resultant frustration that the statement strongly indicative of his attitude is often heard, for example: "I'm just coasting until I get transferred." The other extreme is portrayed by the civil service employee who was overheard to say, "I wonder what we'll have to put up with this time" upon the arrival of a new supply officer in his division. It is with the hope of bringing these two attitude extremes together in order that the Supply Officer may have a feeling of accomplishment and the civil service employee may feel the results of proper supervision and its positive morale effects that this paper has been prepared.

#### Purpose of the Study

The purpose of this study is to analyze those phases of proper democratic supervision considered necessary to provide a transitional implement for the Navy Supply Officer concerned with the administration of the Civil Service Employee. As a result, the Officer should be enabled to approach the problem of civil service supervision with a clear cut understanding of the major problems involved and be able to avoid the pitfalls which





can make his tour of shore duty an unpleasant experience both for himself and for those whom he supervises.

In order to provide the proper background for this paper the introductory chapter sets the scene by describing the situation and its peculiarities. In the second chapter the various definitions of personnel management are briefly discussed to provide an insight for the officer as to the meaning and requirement for good personnel management. From this point, chapter three establishes an understanding of the term "MORALE" and its implications. The foregoing chapters are designed to bring the Navy Supply Officer up to a level of understanding necessary to comprehend the importance of morale in personnel management insofar as the civilian or democratic situation is concerned.

While it is fully realized that anything may be a factor in morale, the remaining chapters are devoted to those areas with which most officers are directly concerned and in which the majority of morale effecting forces are active and must be reckoned with. These chapters are as follows:

Chapter IV	-	Leadership and morale
Chapter V	-	Grievances and Morale
Chapter VI	-	Discipline and Disciplinary Action
Chapter VII	-	Morale Measurement Techniques
Chapter VIII	-	Summary



can make the best of what they are and should not be  
held too strictly and the same goes for the others.

It is to be noted that the above is only a general

paper the author's object was to show the way of thinking  
the subject and the results. In the same way  
the various definitions of personal management are  
if discussed to provide an insight for the officer as to  
the meaning and requirements for good personal management.  
From this point, further steps are indicated as necessary  
for the "Mental" and the "Physical". The fore-  
going chapters are designed to bring the very busy officer

up to a level of understanding necessary to comprehend the  
importance of morale in personal management and to  
the officer as a scientific discipline is concerned.

While it is truly realized that nothing may be a

factor in morale, the remaining chapters are devoted to

those aspects with which most officers are directly con-

cerned and in which the majority of morale action forces  
are active and must be concerned with. These chapters are

as follows:

Chapter IV	-	Leadership and morale
Chapter V	-	Discipline and morale
Chapter VI	-	Discipline and leadership
Chapter VII	-	Discipline and leadership
Chapter VIII	-	Discipline and leadership
Chapter IX	-	Discipline and leadership

## Naval Officers' Authority Over Civil Service Personnel

Before proceeding with this study it is necessary for the naval officer to understand wherein his authority over civil service personnel lies. A look into this area reveals an organization tailored in such a manner as to approach a dual chain of command within the organization. By this is meant that paralleling the Navy's military organization ashore is its vast civilian organization. At the levels of the Secretary of the Navy, the Secretary of Defense, and the President, the Navy is controlled by civilians. But throughout the lower echelons of the shore establishment, naval activities are controlled by commissioned officers. In a sense, an officer of the lowest rank has authority over the highest rated civilian.

In another sense, however, naval shore activities are operated by civilians, since the civilians at any given activity remain in the activity while the officers come and go. While the officer carries authority by virtue of his commission, he must use his authority wisely in view of his temporary control over a continuing organization.

The problem of authority over civilians is further complicated for naval officers by the differences in military and civilian command. At sea, compliance with an order can be expected to come automatically. Ashore, in

## Naval Officer's Authority over Civilian Personnel

Before proceeding with this study it is necessary for the naval officer to understand wherein his authority over civil service personnel lies. A look into this reveals an organization pattern in which a number of so-called civilian personnel are assigned within the organization. By this is meant that personnel in the navy's military organization are in fact civilian organization. It is the desire of the Secretary of the Navy, the Secretary of Defense, and the President, the navy is controlled by civilians. But throughout the lower echelons of the shore establishment, naval activities are controlled by civilian officers. In a sense, an officer of the lowest rank has authority over the highest rated civilian. In another sense, however, naval shore activities are operated by civilians, since the civilian is not given authority within the activity within the officer's command. While the officer carries authority of command of the command, he must use his authority wisely in that of his subordinate control over a civilian organization. The problem of authority over civilians is further complicated for naval officers by the differences in military and civilian command. At sea, compliance with an order can be expected to come automatically. Landward, in



dealing with civilians, the situation is bound to be different. Unions, civil service regulations, political pressures, and differences in military and civilian outlook require an interpretation of authority somewhat different from that which exists at sea or in a purely military organization.

The authority of officers throughout the Naval establishment is defined in several important articles of Navy Regulations. Article 1321, "Authority of an Officer in Command," states that "An officer, either of the line or a staff corps, detailed to command by competent authority, has authority over all officers or other persons attached to the command." Several articles provide that the officer in command may, within clearly defined limits, delegate some of his authority to subordinates under his jurisdiction. Article 1317, "Authority over subordinates," is an inclusive statement of the authority of naval officers. It states:

All officers of the Naval service, of whatever designation or corps, shall have all the necessary authority for the performance of their duties and shall be obeyed by all persons of whatever designation or corps, who are, in accordance with these regulations and orders from competent authority, subordinate to them.

However, the authority of naval officers is subject to certain checks in the employment and administration of civilian personnel, as Article 0785 of Navy Regulations

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points out. This article states:

Commanding officers and other persons in the Naval Establishment concerned in the employment and administration of civilian personnel shall be governed by:

1. Applicable provisions of law.
2. Applicable provisions of proclamations of the president.
3. Applicable rules and regulations issued by the Civil Service Commission and other authorized agencies of the government.
4. Detailed instructions issued by or under the directions of the Secretary of the Navy.

The implications of the above quoted article achieve formidable proportion in the two volumes of the Navy Civilian Personnel Instructions. The NCPI details procedures for hiring, firing, rating, transferring, paying, disciplining, training, and otherwise administering Navy civilians. Although the instructions limit the scope within which a naval officer can act, their detailed procedures are a source of help to officers in many administrative situations.

#### Limitations

While there are many factors which may effect employee morale in any situation, this study is restricted to those areas, which, through the experience of the writer and the various authorities in the field of public personnel administration, are considered most important in their daily



points out. This article states:

...and other persons in  
the naval establishment concerned in the  
management and administration of affairs  
personnel shall be governed by

1. Applicable provisions of law.

2. Applicable provisions of regulations  
of the President.

3. Applicable rules and regulations issued  
by the Civil Service Commission and  
other authorized agencies of the govern-  
ment.

4. Detailed instructions issued by or under  
the direction of the Secretary of the  
Navy.

The intention of the above quoted article appears

formidable protection in the volume of the Navy Civil

and Personnel Instructions. The 1901 article provides

for a number of things, including, among others, the

and training, and otherwise administering Navy affairs.

Among the instructions listed are those which relate

naval affairs and are, with detailed provisions and a

number of help to officers in many administrative situations.

### Instructions

While there are many lessons which may affect employees

more in one situation, this study is restricted to those

which, while, through the experience of the writer and the

various experiences in the field of public personnel admin-

istration are considered most important in daily life.

effect on the morale of the civil service employee.

The reference material used in this paper has been limited to those sources available at the Ohio State University and in the industrial relations department of the U. S. Naval Air Station, Port Columbus, Ohio.

Morale, the elusive factor that it is, may from time to time be effected by unusual forces and factors but in order to keep this paper within bounds and prevent confusion, the limitations provide a basis for understanding the problem without becoming involved in voluminous detail.

It is also recognized that morale may include many factors that are beyond the ability of the leader to control but this paper is limited to those factors that are within the ability of the leaders to control.



effect on the results of the trial session required.

The research material used in this paper has been limited to those sources available at the Ohio State University and is the industrial relations department of the University of the Pacific, San Francisco, Calif.

Finally, the relative factor that is in the line to time he attempted to manage. Factors and methods are in order to keep this paper within limits and prevent confusion. The limitations involve a lack of understanding the previous studies involving the same subject matter. It is also recognized that more and more may factors that are beyond the ability of the leader to control and this paper is limited to those factors that are within the ability of the leader to control.

## CHAPTER II

### PERSONNEL MANAGEMENT

#### Introduction

Before becoming submerged in the problem of morale in personnel management, it is most appropriate to define the term and put forth the objectives of personnel management. The purpose of this chapter as previously stated is to bring the navy supply officer to the level of understanding necessary in order to cope with the problem presented.

#### Definition

There can be found among those writers on the subject of personnel management (or personnel administration as it is sometimes called) as many definitions as there are definers. Therefore, in order to gain an insight into the thinking of these writers, it is considered worthwhile to quote several of these definitions at this time.

Yoder uses as his definition the following:

Personnel Management is that phase of management which deals with the efficient control of manpower, as distinguished from those phases which are concerned with all other sources of power.<sup>1</sup>

---

<sup>1</sup> Dale Yoder, Personnel and Labor Relations (New York: Prentice-Hall, Inc.,) 1941, p. 2.

## CHAPTER II

### PERSONNEL MANAGEMENT

#### INTRODUCTION

Before dealing with the problem of personnel management, it is most appropriate to define the term and point out the objectives of personnel management. The purpose of this chapter is primarily to define the term and point out the objectives of personnel management. It is also to point out the need for personnel management in order to cope with the problem of personnel management.

#### DEFINITION

There are no two more widely used terms in the field of personnel management (or personnel administration as it is sometimes called) as many definitions as there are definitions. Therefore, in order to gain an insight into the meaning of these terms, it is considered worthwhile to quote several of these definitions as they are.

Today there are two definitions as follows:

Personnel Management is that phase of management which deals with the efficient control of personnel, as distinguished from those phases which are concerned with all other aspects of business.

1. Personnel Management and Labor Relations (New York: Macmillan, Inc., 1941, p. 1).



An industrialist, Thomas G. Spates, has given as his definition:

Sound personnel administration means so organizing and treating people at work that they will utilize their maximum capacities, thereby attaining maximum personal and group satisfaction and rendering their maximum service to the enterprise of which they are a part.<sup>2</sup>

An experienced personnel executive, Lawrence A. Appley, President of the American Management Association, has a simple definition, "Personnel Administration is that activity of management which deals with human resources."<sup>3</sup>

The Department of the Navy has published as a definition, "Personnel administration may be defined as the science of getting things done through the planning, supervision, direction and coordination of human activity."<sup>4</sup>

Tead and Metcalf have defined personnel administration as follows:

Personnel administration is the planning, supervision, direction and coordination of those activities of an organization which contribute to realizing the defined purposes

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<sup>2</sup> Thomas G. Spates, "An Objective Scrutiny of Personnel Administration," Personnel Series Number 75 (New York: American Management Association), 1944, p. 9.

<sup>3</sup> Lawrence A. Appley, "The Significance of Personnel Administration in the Modern Corporation," Personnel Series Number 111 (New York: American Management Association), 1947, p. 3.

<sup>4</sup> Personnel Administration (Washington: Bureau of Naval Personnel, Department of the Navy), 1949, p. 11.

in accordance with the provisions of the Act.

Section 1.

There is hereby established a board of directors and officers to be known as the National Personnel Administration, which shall have the honor and privilege of being the official personnel agency of the United States Government.

Section 2.

The National Personnel Administration shall be a corporation organized under the laws of the United States, and shall have the honor and privilege of being the official personnel agency of the United States Government.

Section 3.

The National Personnel Administration shall be organized and operated in accordance with the provisions of the Act, and shall have the honor and privilege of being the official personnel agency of the United States Government.

Section 4.

Section 5.

There is hereby established a board of directors and officers to be known as the National Personnel Administration, which shall have the honor and privilege of being the official personnel agency of the United States Government.

Section 6.

There is hereby established a board of directors and officers to be known as the National Personnel Administration, which shall have the honor and privilege of being the official personnel agency of the United States Government.

Section 7.

There is hereby established a board of directors and officers to be known as the National Personnel Administration, which shall have the honor and privilege of being the official personnel agency of the United States Government.

Section 8.

There is hereby established a board of directors and officers to be known as the National Personnel Administration, which shall have the honor and privilege of being the official personnel agency of the United States Government.

of that organization with a minimum of human effort and friction, with an animating spirit of cooperation, and with proper regard for the genuine well-being of all members of the organization.<sup>5</sup>

From the foregoing it can readily be seen that while each of the authorities quoted has emphasized various different facets of the term, they are all quite close in their thinking. Jucius summarizes the term in a most complete fashion and in a manner that facilitates its understanding by the following:

Personnel Management is the field of Management which:

1. Has to do with planning, organizing, and controlling the performance of various activities concerned with processing, developing, maintaining, and utilizing a labor force such that
2. The objectives and purposes
  - a. For which the company is established are attained as effectively and economically as possible, and
  - b. Of labor itself are served to the highest degree.<sup>6</sup>

This definition can readily be adopted to Navy civil service use by elimination of the word "company" and substituting "Naval Activity."

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<sup>5</sup> Tead and Metcalf, Personnel Administration (New York: McGraw-Hill Book Company, Inc.), 1933, p. 2.

<sup>6</sup> Michael J. Jucius, Personnel Management (Chicago: Richard D. Irwin, Inc.), 1947, p. 12.



of first organization with a number of  
 women staff and children with an interest  
 in child development and with women  
 regard for the general well-being of all  
 members of the community.

When the Commission is now ready to proceed with  
 work of the committee, it has acquired various duties  
 and tasks of the first, they are all listed in the  
 following. These include the work in a new manner  
 because now in a manner that facilitates the understanding  
 by the following:

Personal management in the field of day-  
 to-day work.

It has to do with planning, organizing,  
 and controlling the performance of  
 various activities connected with  
 processing, developing, maintaining,  
 and utilizing a large body of work.

2. The objectives and purposes.

3. The work of the group is established  
 and planned as effectively and  
 economically as possible, and  
 it is to be sure that the work is done  
 in the best manner.

This definition can readily be adapted to any civil  
 service use of elimination of the word "company" and substituting  
 "public service."

1. The first definition of the word "company" is  
 "a group of people who are engaged in a common  
 enterprise." This is the definition of the word  
 "company" as used in the first definition.

### Objectives

What are the objectives of personnel management procedures? They have been hinted at by all of the definitions quoted in the foregoing paragraphs but they have been well stated by one authority in the following:

The objectives of Personnel Management, personnel administration, or industrial relations in an organization is to attain maximum individual development, desirable working relationships between employers and employees, and employees to employees, and effective molding of human resources as contrasted with physical resources.<sup>7</sup>

In a discussion of the principles of personnel management, Mooney and Reiley have pinpointed these objectives even finer by the following:

These principles all have the definite objective of man building. Any system of personnel management that swerves from this aim and purpose is likely to produce results that will be negative and disappointing.<sup>8</sup>

From the above discussion it may readily be concluded that the objectives of personnel management procedures are concerned with the maximum utilization of the human resources of the organization in the accomplishment of the objectives of the activity. It is in this field of human

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<sup>7</sup> Walter D. Scott, Robert C. Clothier, and William R. Spriegel, Personnel Management (New York:McGraw-Hill Book Company, Inc.), 1948, p. 23.

<sup>8</sup> James D. Mooney and Alan C. Reiley, Onward Industry (New York:Harper & Brothers, Publishers), 1931, p.xiii.



## Discussion

What are the objectives of personnel management programs? They have been listed as by all of the definitions quoted in the foregoing paragraphs but they have been well stated by one authority in the following:

The objectives of personnel management, personnel administration, or industrial relations in an organization is to attain maximum individual development, develop and maintain relationships between employees and employees, and employees to employees, and effective utilization of human resources as contrasted with physical resources.

In a discussion of the principles of personnel management, theory and belief have dominated these objectives even cited by the following:

These objectives all have the definite objective of man building. Any system of personnel management that removes from this aim and purpose is likely to produce results that will be negative and disappointing.

From the above discussion it may readily be concluded that the objectives of personnel management programs are concerned with the maximum utilization of the resources of the organization in the accomplishment of the objectives of the activity. It is in this field of human

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<sup>1</sup> Walter L. Dill, Robert C. Clendenen, and William L. Dill, Personnel Management (New York: McGraw-Hill Book Company, Inc.), 1936, p. 22.  
<sup>2</sup> James P. Gurney and Alan L. Dill, Personnel Management (New York: McGraw-Hill Book Company, Inc.), 1932, p. 211.

engineering that the greatest advancement may be made by any supervisor, civilian or naval, through the application of morale building techniques and a thorough understanding of those factors which have the greatest effect on employee morale.

However, it must be clearly understood that, in the Navy Supply activity, the responsibility for the performance of the personnel function does not rest entirely with the Industrial Relations Department. This is a concept erroneously held by many supervisors, both Naval Officers and civilians. The Industrial Relations Department is a staff organization whose function is to recommend, interpret, advise, and counsel the operating departments in the performance of the personnel management procedures. The concept involved here has been well stated in the following:

It has been repeatedly affirmed that, no matter how capable the members of the personnel staff may be, no matter how excellent the plan on which the activities are based, the personnel program cannot be successful unless the line organization is "doing a good personnel job at the work bench." Therein lies the major clue to the proper relationship between the line and staff organizations in the matter of personnel policy and practice.<sup>9</sup>

Hence, it is the individual supervisors and executives, civilians and naval officers, who will be responsible for the success of the personnel program. This must be

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<sup>9</sup> "How To Establish and Maintain a Personnel Department," Research Report Number 4 (New York: American Management Association), 1944, pp. 12-13.





borne in mind by every Navy Supply Officer who is charged with the administration of civil service personnel. Personnel management is basically, as Appley emphasized, "A management activity and a management responsibility."<sup>10</sup>

In conclusion then, personnel management procedures in a Navy Continental Shore supply activity are concerned with the performance of those activities necessary to attain the maximum utilization of the human resources, the labor force, in order to accomplish the objectives of the activity and of the employees. As we shall see in the next chapter, morale is the major facilitating factor in accomplishing the objectives of the Navy. In the Naval establishment the accomplishment of these ultimate objectives is of tremendous importance in that it results in an effective fighting fleet for the preservation and defense of the United States.

### Summary

In this chapter a definition considered appropriate for use in this problem has been selected. But, more important, every effort has been put forth to outline the objectives of personnel management since the objectives provide the basis for a starting point of thought and action in the conduct of a program for good personnel management.





The objectives of personnel management are concerned with the maximum utilization of the human resources of the organization in the accomplishment of objectives of the activity. It is in this area that the Navy Supply Officer must operate and it is an area that is identical to the military as well as the democratic organization. However, as this paper continues, it will be noted that the techniques for achieving the objective are quite different from the military situation.

The responsibility for the personnel function rests directly on the naval officer in his role as the supervisor and the delegation of this responsibility results in abdication. Thus, personnel management is fundamentally a management responsibility and each officer must keep this continually in mind for the successful performance of his supervisory job.

The objectives of personnel management are concerned with the various utilization of the human resources of the organization in the accomplishment of objectives of the activity. It is in this sense that the Navy Supply Officer must operate and it is no more than is indicated by the military as well as the domestic organization. However, as this paper continues, it will be noted that the functions of the various objectives are quite different from the military situation.

The responsibility for the personnel function rests directly on the naval officer in his role as the supervisor and the delegation of this responsibility results in additional. Thus, personnel management is fundamentally a management responsibility and naval officer must keep this responsibility in mind for the successful performance of his supervisory job.

## CHAPTER III

### MORALE

#### Introduction

The importance of morale in the military organization has long been recognized by our military leaders. However, morale in the civilian situation is relatively a new concept and the growing recognition of the problems of morale and motivation in industry reflects a changing point of view toward the management of men.<sup>1</sup> The older conception of industrial efficiency and administration either left human beings out of the picture completely or substituted for the complex personality a simplified mechanical model of man. Thus, most industrial companies and other group organizations as well had as their goal the efficiency of operation of the total structure as if it were nothing but a huge machine. Scant attention was given to the fact that group organizations were made up of human beings. Job specifications called for different specialized performances by the various human beings making up the organization. The assumption was that any individual's behaviour could be fitted into the picture without regard to the fact that he was an integrated human being. On the other

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<sup>1</sup>

Katz, Motivation in Industry, p. 1.



## THEORY

Introduction

The importance of theory in the military sciences has long been recognized by our military leaders. However, theory in the civilian sciences is relatively a new concept and the growing recognition of the progress of science and technology in industry reflects a changing point of view toward the development of war. The older concepts of industrial efficiency and scientific administration which have been out of the picture completely or semi-completely for the complex personnel in simplified mechanical units of war. Thus, most industrial companies and their group organizations as well as the military have the attitude of operation of the total enterprise as if it were nothing but a huge machine. Recent attention has been given to the fact that group organizations were made up of human beings. For specialists called for different specialized departments by the various human beings making up the organization. The assumption was that any individual's behavior could be fitted into the picture without regard to the fact that he was an integrated human being. On the other

hand, in the day to day functioning of organizations there was the problem of dealing with and motivating entire human beings rather than the restricted segment of the individual required by the job specification and the organizational pattern. The failure of modern industry to transform the human personality into a robot meant that the human problem became aggravated with advances in scientific engineering.

Confronted with problems of human adjustment and human motivation in spite of the paper excellence of organizational charts, management had to concern itself with the human equation.<sup>2</sup> Thus, there can be distinguished three periods in the approach to this problem although these periods tend to overlap considerably.<sup>3</sup>

The first period was the era of fear and punishment. Workers could be docked severely if they punched in a minute late. They could be fined or fired without discretion for work not meeting the requirements of the foreman. The philosophy was military and authoritarian in tone in which the individual toed the line or faced the prospect of looking for another job.

The second period is evidenced by the organization of labor, the tightening of the labor market, and the spread of democratic ideas which led to a change in this

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<sup>2</sup> Lansburgh, Industrial Management, p. 81.

<sup>3</sup> Katz, Motivation in Industry, pp. 2-3.





fear psychology. Employees could no longer be motivated by an authoritarian boss. This gave rise to the spirit of benevolent paternalism which may lead to genuine satisfactions on the part of employees but they are in a large part compensatory and do not really replace the frustration and deprivation in the job itself.

The third period sets the current stage - one of confusion in which we have persistence of many of the old practices and points of view. However, a new point of view is beginning to emerge which makes no assumptions about the character of existing organizational structure. It attempts to look at the organization not in terms of formal organizational charts and paper procedures but in terms of the realities of their day-to-day functioning. It, moreover, utilizes a broader perspective in looking at segmentalized human activities and at the relationship between people in the organization.<sup>4</sup>

Thus, we find the beginnings of psychological analysis of human behaviour in industry and the growing emphasis on employee morale in industry by many corporations and by the authorities on the subject of personnel administration. By studying the personnel procedures reflected in Civil Service Regulations we find a parallel situation with these regulations lagging the industrial situation but

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<sup>4</sup>

Katz, Motivation in Industry, p. 3.





nevertheless following along with these changing concepts in the importance of morale.

Good executives have come to realize that the most important part of an organization is the people in it -- how they work together, how they are led and how they lead are far more important than all the mechanical efficiencies imaginable.<sup>5</sup> From many sides in numerous ways, we are constantly being reminded of the overwhelming importance of human relations. All forms of news agencies carry reports on conditions in such relations; governmental officials and politicians make them matters of prime concern; and business and union leaders agree that they constitute a field of first magnitude.<sup>6</sup>

More than ever before, successful business today depends on high employee morale and the right kind of leadership among executives as an aid to creating that morale. Sustained, willing and cooperative effort cannot be purchased with a pay envelope. It is something freely given by the employee because he is anxious to give it. Good management recognizes that there is no price tag for this kind of effort, realizes that it can be secured only by developing among employees the right kind of attitudes

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<sup>5</sup> Mosher, Kingsley, & Hall, Public Personnel Administration, p. 285.

<sup>6</sup> Jucius, Personnel Management, p. 1.

presented following lines with working committee

in the presence of the public.

These members have now to realize that the work

important part of an organization is the people in it --

now they work together, now they are not, now they lead  
and are not important then all the mechanical efficiency  
inactivity. From every side in numerous ways, as the com-

stantly being reminded of the primary importance of  
human relations. All forms of new devices carry respect  
on conditions in such relations; governmental officials  
and politicians make their mistake of being concerned; and  
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None can ever hope, successful business today de-  
pends on high employee morale and the right kind of leader-  
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Frustrated, willing and cooperative effort cannot be pro-  
duced after a pay increase. It is something really given  
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kind of effort, realizing that it can be secured only by  
developing among employees the right kind of attitudes

<sup>2</sup> Journal, University, A Hall, Public Personnel Admin-  
istration, p. 107.

<sup>3</sup> Journal, Personnel Management, p. 1.



toward their jobs -- in a word, by creating a high employee morale.<sup>7</sup>

### Definition of Morale

Morale is an elusive subject of which there are as many definitions as there are definers, for it means different things to different people. Psychologists say that morale relates to the individual, while the social sciences would probably see it as a social phenomenon. The applied anthropologists have approached it in terms of social equilibrium and dis-equilibrium. Pollyannas might view morale in terms of happiness and optimism, while social reformers see it as associated with the standard of living and poverty. Freudians would probably in some way associate it with emotional stability while the religiously inclined would probably interpret morale in terms of one's spiritual faith and fulfillment.<sup>8</sup> However, listed below, are definitions in order to illustrate the concept of morale as interpreted by various authorities on the subject:

- a. High morale is a combination of complex factors that make people do what the organization expects them to do.<sup>9</sup>

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<sup>7</sup> Sears, Roebuck and Co., Leadership and Employee Morale, p. 2.

<sup>8</sup> Pfiffner, Supervision of Personnel, p. 208.

<sup>9</sup> Watson (ed.) Civilian Morale: Second Yearbook of the Society for the Psychological Study of Social Issues, pp. 344-348.



defined social facts -- in a word, by stating a social science  
method.

### Definition of Social

Social is an adjective applied to what means are as  
many definitions as there are scholars. For it seems differ-  
ent things to different people. Anthropologists say that  
social relates to the individual, while the social sciences  
would probably see it as a social phenomenon. The applied  
anthropologists have regarded it in terms of social  
organization and classification. Politicians might see  
social in terms of happiness and justice, while social  
reformers see it as associated with the standard of living  
and poverty. Theologians would probably in some way associate  
it with occasional stability while the religiously inclined  
would probably interpret social in terms of man's spiritual  
life and fulfillment.<sup>6</sup> However, listed below, are defini-  
tions in order to illustrate the concept of social as in-  
terpreted by various specialists on the subject:

1. Social means is a combination of complex  
factors that make people do what they  
are inclined to do.<sup>7</sup>

2. Social, Leach and Co., London and Chicago  
Social, p. 2.

3. Social, Journal of Social Science, p. 100.

4. Social (as a social science) means the study of social laws.  
The Social Science Review, p. 100-101.

- b. Morale is the capacity of a group to pull together persistently and consistently in pursuit of a common purpose.<sup>10</sup>
- c. Morale is an attitude of mind.<sup>11</sup>
- d. Good morale is a mental condition which leads individuals and groups willingly to subordinate their personal objectives, temporarily and within reason to further the successful achievement of the objectives of the organization.<sup>12</sup>
- e. Morale may be defined as the mental state of the individual or group, with respect to such factors as zeal, spirit, hope, confidence, etc.<sup>13</sup>

Thus, we see the efforts of a few to nail the definition down with not too much success because of the wide range in the degree to which morale may be evolved and the multitudinous complex factors that effect morale. Therefore, in order to be on safe ground and not be restrictive in a definition, it is considered best not to go further than to define morale as "the mental condition of individuals or organizations."<sup>14</sup>

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<sup>10</sup> Leighton, Applied Science of Human Relations, Personnel Administration, July 1947, p. 4.

<sup>11</sup> Jucius, Personnel Management, p. 305.

<sup>12</sup> Davis, Industrial Organization and Management, p. 101.

<sup>13</sup> Leffengwell & Robinson, Textbook of Office Management, p. 387.

<sup>14</sup> Davis, Fundamentals of Top Management, p. 543.

of course is not directly in a sense to  
 that together possibly and some  
 directly in terms of a common  
 purpose. 10

1. There is an element of mind. 11

2. Good sense is a mental condition  
 which leads individuals to a common will  
 only so subordinate their personal ob-  
 jectives, especially and with reason  
 to further the successful achievement  
 of the objective of the organization. 12

3. There may be defined as the mental  
 state of the individual or group, with  
 respect to such things as will, spirit,  
 hope, confidence, etc. 13

Thus, we see the efforts of a few to will the realization  
 of an idea not too much because of the wide range

in the degree to which sense may be applied and the  
 maintenance of sense. There-  
 fore, in order to be on safe ground and not be restrictive  
 in a definition, it is considered best not to go further  
 than to define sense as "the mental condition of individ-  
 uals or organizations." 14

- 10 Industrial Organization and Development,  
 Personnel Administration, July 1947, p. 4.
- 11 Industrial Organization and Development,  
 p. 375.
- 12 Industrial Organization and Development,  
 p. 375.
- 13 Industrial Organization and Development,  
 p. 375.
- 14 Industrial Organization and Development,  
 p. 375.



### Factors in Morale

Upon searching into the factors in morale we find precisely the same situation existing as we do with the definition of morale. There are many who have attempted to isolate these factors and it is of interest to list some of these results.

During World War II there were a large number of morale studies made by the Armed Services. These studies indicate that morale factors generally effective in the Armed Services were:<sup>15</sup>

- a. Satisfaction with the job
- b. Belief in the mission
- c. A realistic appraisal of the job ahead
- d. Confidence in the training and equipment
- e. Pride in one's unit or organization
- f. Belief that one's individual welfare was a matter of concern

However, the principal factor in the maintenance of morale and a high degree of motivation in the Navy's schools during the war was the anticipation that there would be an immediate need for trainees to apply their newly learned skills and techniques and in situations where the consequences of failure would be extremely grave.

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<sup>15</sup> Stuit, Personnel Research and Test Development, p. 449.



# Section 11. Results

From examining into the factors in which we find  
 possibly the most important factor is the fact that  
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 to indicate that the results of the study are in line  
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 with the results of the study. The results of the  
 study were in line with the results of the study.

The Supervisor's Management Guide lists the following as morale factors:<sup>16</sup>

- a. Friendly, skillful and adequate introduction to the job.
- b. Employee made to know his efforts are appreciated.
- c. Respect of the employee's feelings.
- d. Treat employee fairly and impartially.
- e. Correct with fairness and consideration.
- f. Create feeling of pride and worthwhileness in his work and his Company.
- g. His work should be a satisfying social experience.

Here is a report based on notes taken in 163 companies from one end of the country to the other listing what every worker wants and reflecting another angle on the factors of morale:<sup>17</sup>

- a. A sense of participation.
- b. A knowledge of what is going on in the company.
- c. An acquaintance with other workers in the organization.
- d. At least an introduction to the top brass, including the boss.
- e. Some idea of what he can expect in the future.

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<sup>16</sup> M. Joseph Doohar, (ed.) Supervisor's Management Guide, American Management Association, p. 36.

<sup>17</sup> Eugene Whitmore, American Business, March, 1951, p. 47.

The following is a summary of the findings of the study:

1. The study was conducted in a laboratory setting.

2. The study was designed to investigate the effects of various factors on the performance of the subjects.

3. The results of the study indicate that there is a significant relationship between the factors studied and the performance of the subjects.

4. The study also found that the subjects performed better when the factors were controlled.

5. The study was limited by the fact that it was conducted in a laboratory setting.

6. The study was also limited by the fact that it only investigated the effects of a few factors.

7. The study was designed to investigate the effects of various factors on the performance of the subjects.

8. The results of the study indicate that there is a significant relationship between the factors studied and the performance of the subjects.

9. The study also found that the subjects performed better when the factors were controlled.

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13. The results of the study indicate that there is a significant relationship between the factors studied and the performance of the subjects.

14. The study also found that the subjects performed better when the factors were controlled.

15. The study was limited by the fact that it was conducted in a laboratory setting.

16. The study was also limited by the fact that it only investigated the effects of a few factors.

17. The study was designed to investigate the effects of various factors on the performance of the subjects.

18. The results of the study indicate that there is a significant relationship between the factors studied and the performance of the subjects.

19. The study also found that the subjects performed better when the factors were controlled.



f. Discipline that is administered tactfully and reasonably, with an explanation for every rule.

g. To know who is boss.

An interesting study on the factors effecting employee morale conducted by the National Industrial Conference Board deserves mention at this point.<sup>18</sup> This study was brought about because of the morale factors presented by many authorities and the desire of the Board to establish a fixed set of factors through a comprehensive survey. This study was conducted in three steps. The first step involved a survey of executives to find out what factors they believed important to their employees. In the second phase, labor leaders were similarly asked to select the factors which they believed had the greatest effect on employee's attitudes toward their jobs and company. A list of seventy-one factors was carefully prepared for the purpose and was submitted to the two groups. Both executive and labor leader groups were asked not only to indicate the relative importance of the various factors but also to select the first five factors in order of their importance. Finally, the third phase of the study was instituted to conduct identical surveys among employees of companies that indicated a willingness to cooperate.

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National Industrial Conference Board, Inc. Studies in Personnel Policy, No. 85, Factors Effecting Employee Morale, pp. 3-18.



3. Discipline that is administered consistently and reasonably, with no exceptions for any rule.

4. An issue who is boss.

An interesting study on the factors affecting work

places have been conducted by the National Industrial Conference

and have been published in this volume. This study<sup>18</sup>

was brought about because of the needs of the workers presented

by many conditions and the desire of the workers to work

in a field of factors through a comprehensive survey.

This study was conducted in three steps. The first step

involved a survey of executives to find out what factors

they believed important to their employees. In the second

stage, labor leaders were similarly asked to select the

factors which they believed had the greatest effect on

employees' attitudes toward their jobs and company. A

list of representative factors was carefully prepared for the

purpose and was submitted to the two groups. Both groups

five and labor leaders groups were asked not only to indi-

cate the relative importance of the various factors but

also to select the first five factors in order of their

importance. Finally, the third phase of the study was

instituted to conduct identical surveys among employees

of companies that indicated a willingness to cooperate.

<sup>18</sup> National Industrial Conference Board, Inc.  
Factors in Personnel Policy, No. 25, Factors affecting  
employee morale, pp. 3-14.

It is interesting to note that the factor of "job security" was chosen by the largest number of cooperating employees as the foremost factor effecting their attitude toward work and company. Executives and labor leaders who asserted that compensation was the most important item to employees were surprised at the relatively small number of employees who assigned a top ranking to base pay.

It is also interesting to note that there was no close correlation between those factors that employees considered important versus factors considered important by management. There were many differences in importance of factors between factory workers versus office workers, men versus women workers, length of service of employees, type of work, etc.

The results of the foregoing studies substantiate a principle of morale factors which may be stated as follows: The factors in morale depend upon the leader, the led and the situation. This is more commonly known as the law of the situation and it can include a great many factors that are beyond the ability of the leader to control.

#### Effects of Morale

It is important that the effects of good morale be known since without such knowledge there is no course for the effective morale program to travel. In order

It is important to note that the "job  
analysis" was done by the Japanese manner of comparing  
employees as the Japanese better reflecting their attitude  
toward work and company. Consequently, the Japanese who  
submitted this memorandum was the most important item for  
employees were surprised at the relatively small number of  
employees who received a job training in that way.  
It is also interesting to note that there was no  
close cooperation between these factors that employees  
submitted important issues. There was no important  
of management. There were many differences in importance  
of factors between factory workers versus office workers,  
and versus women workers, leading to better of employees,  
type of work, etc.  
The results of the foregoing analysis demonstrate  
a picture of several factors which may be stated as fol-  
lows: The factors in general depend upon the leader, the  
job and the situation. This is more commonly known as  
the law of the situation and is the basis of a great many  
theories that are beyond the scope of the reader to dis-  
cuss.

Attitude of People

It is important that the attitude of people  
be known since without such knowledge there is no chance  
for the effective people program to develop. In order



to properly evaluate the morale situation in any organization it is necessary to establish goals to be attained. From the attitude survey it is possible to find out where the organization stands in morale and with the effects of good morale available a program of action becomes clearly outlined since the goals to be strived for are put forth. The relative morale status of an organization can be quickly evaluated by measuring the morale situation against the goals attainable and, by such procedure a trained student of morale should be able to grasp at once those areas in which his organization is deficient. These effects have been comprehensively listed as follows:<sup>19</sup>

1. Willing cooperation
2. Loyalty to organization and its leadership
3. Good discipline
4. Strong organizational stamina
5. Organizational initiative
6. High degree of job and organization interest
7. Pride in organization

From the foregoing, it becomes apparent that the productive efficiency of the organization varies directly with the degree to which these effects are present.

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<sup>19</sup> Davis, Fundamentals of Top Management, pp. 551-552.

be properly defined the words division in any organization  
 from it is necessary to establish goals to be attained.  
 From the division survey it is possible to find out where  
 the organization stands in relation to the division of  
 good words within a program of action towards division  
 defined since the goals to be attained for the future.  
 The relative words within of an organization can be guided  
 is evaluated by comparing the words situation against the  
 goals attainable and, by such procedure a trained student  
 of words should be able to grasp at once those areas in  
 which the organization is deficient. These areas may

be summarized as follows:

1. Willing cooperation
2. Unity in organization and its  
 leadership
3. Good discipline
4. Strong organizational standing
5. Organizational initiative
6. High degree of job and organization  
 interest
7. Wide in organization

From the foregoing, it becomes apparent that the  
 productive efficiency of the organization varies directly  
 with the degree to which these effects are present.

### Summary

In the introductory section of this chapter the gradual recognition of the importance of morale has been put forth. As one author concisely puts it, good morale is the most valuable asset of any large scale organization. It makes for a kinship binding men together, keeping them in step, as they move toward a common worthwhile goal. It breeds enthusiasm, good will, and cooperativeness.<sup>20</sup>

A definition of morale has been arrived at in that it is a "state of mind." This covers "good," "bad," "high," or "low" morale which are qualities of the term and which have had a major influence on many definers of the term.

The factors in morale were found to be anything that affected the state of mind and these factors depend on the situation. The resultant effects of good morale were listed for the prime purpose of providing a rough measuring device for the leader and as goals to be striven for in any organization.

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Mosher, Kingsley, and Stahl, Public Personnel Administration, p. 605.





## CHAPTER IV

### LEADERSHIP

#### Definition of Leadership

Leadership is the art of influencing human behaviour. It may be defined as "the art of imposing one's will upon others in such a manner as to command their obedience, their confidence, their respect, and their loyal cooperation."<sup>1</sup> Put in everyday words, it is the ability to handle men. The attributes of a good leader are the same throughout the world, regardless of his nationality or the type of organization in which he serves. The outstanding leader so infuses his followers with the desire to be led that they will do everything possible to comply with his wishes and support the policies of the organization whether the leader be present or not.

#### Importance of leadership as a morale factor

As a result of readings available on leadership and its relation to a personnel administration program, we find the importance of leadership as a morale factor adequately summed up in the principle of leadership which

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<sup>1</sup>

Naval Leadership, U.S. Naval Institute, p. 187.

It may be helpful to note that the concept of a "leader" is not a new one. It has been used in many different contexts, and its meaning has changed over time. In the past, a leader was often a person who was respected and followed by others. This could be a person of high status, a person of high ability, or a person who was simply a good person. In the modern world, the concept of a leader has become more complex. There are now many different types of leaders, and each type has its own characteristics. For example, a "transformational leader" is a person who is able to inspire and motivate others to achieve their goals. A "transactional leader" is a person who is able to get things done by using rewards and punishments. A "servant leader" is a person who is able to help others to achieve their goals by serving them. The concept of a leader is still important in the modern world, but it is important to understand the different types of leaders and their characteristics.

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in a number of readings available on leadership and its relation to a personnel administration program, as well as the importance of leadership as a factor in the success of an organization.

David L. Rosenberg, U.S. Naval Institute, p. 157.



states that "Intelligent and dynamic leadership is the most important single factor in any personnel situation."<sup>2</sup> Further substantiation of this is made by R. C. Davis who states that "Good morale is necessary for successful executive leadership and is a measure of it"<sup>3</sup> and by Beishline who states that the entire responsibility for morale rests with the leadership of the organization.<sup>4</sup>

Thus, while there is a difference between military leadership and democratic leadership as we shall see later in this chapter, there is a mutual agreement that the most important factor in the attainment and maintainment of high morale is the quality of leadership exercised by the leader.<sup>5</sup> Inasmuch as leadership is an essential function of command, the effective leader engenders through his skillful leadership a high level of morale. When in a tight place, for example, his courage, confidence, and cheerfulness prevent panic and sustain morale. The effective leader knows his men. He guards their health and general welfare.

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<sup>2</sup>

J. F. Mee, (ed.) Personnel Handbook, p. 96.

<sup>3</sup>

R. C. Davis, Fundamentals of Top Management, p. 552.

<sup>4</sup>

J. Beishline, Military Management for National Defense, p. 233.

<sup>5</sup>

Fennington, Hough & Case, The Psychology of Military Leadership, pp. 255-256.

also the leadership of the organization. The writer must have entire responsibility for these things and is a measure of it. It is not by definition that good people are necessary for successful work. However, recognition of this is made in the book and most important thing factor is any personal situation. It is stated that "intelligence and timely leadership is the

[illegible]

He leads them well and by so doing builds solidarity and confidence. He listens to complaints and eliminates wherever possible the causes of discord and antagonisms. He discusses common problems with his men and thereby indirectly shows them that they belong together in his unit. He never forgets that he is an example for his men to follow. He knows that the leader who takes care of his men will be respected and will be taken care of by them. Expert leadership and high morale are inseparable.

#### Military leadership versus democratic leadership

Since from the foregoing there is an apparent agreement as to the importance of leadership as a morale factor, it is appropriate that a short analysis of the difference between military leadership and democratic leadership be presented at this point.

In a democratic social order, the ideal provides that everyone is given equal opportunity to participate in the leadership to the maximum of his ability to contribute. This is reiterated by Maier who states that democratic leadership is attained by learning to share one's responsibility with the group.<sup>6</sup> Although a leader should be free to devise his own methods, the leader in

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<sup>6</sup>

Maier, Industrial Psychology, p. 95.



He leads them well and by no means without authority and confidence. He listens to suggestions and objections. He discusses common problems with his men and thereby directly shows them that they belong together in his unit. He never forgets that he is an example for his men in his own way. He knows that the leader who takes care of his men will be respected and will be taken care of by them. In good leadership and high morale are inseparable.

#### Efficient leadership versus democratic leadership

Since from the beginning there is an agreement as to the importance of leadership as a factor, it is surprising that a short analysis of the difference between efficient leadership and democratic leadership is presented at this point.

In a democratic social order, the ideal principle that everyone is given equal opportunity to participate in the leadership is the nucleus of its ability to function. This is reiterated by Walter who states that democratic leadership is stressed by leaders in their own responsibility with the group.<sup>4</sup> Although a leader should be free to make his own method, the leader in

a democratic society is restrained by limitations which he cannot always surmount. To quite an extent, the means of attaining a goal in a democratic society may become more important than the goal itself. In other words, at times the leader in a democratic society may be required to choose between the maintenance of democratic ideals and the accomplishment of a mission.

In a military society the achievement of the goal is the primary concern and its realization frequently justifies ultimate means of attainment. In times of emergency, military leadership cannot concern itself with the individual member's desire for self-expression. It must direct every effort toward its major objective; namely, the protection of the institution that supports it, against the ravages of the enemy.<sup>7</sup>

#### Leadership techniques for maintenance and improvement of morale

Before this subject is pursued it is well for one to understand that the metamorphosis from authoritarian or military management to democratic management depends almost exclusively upon the skill with which the Officer transforms himself into the leader. All the pressures of convention and all the lines of least resistance move him





toward the continued use of formal authority. Nevertheless, he must want to be the leader rather than the commander.<sup>8</sup>

The techniques which follow appear to have been well tested in the fires of application and their great value lies in the fact that they strike at the basic causes of static morale. Without them, other devices are restricted to marginal influence upon morale improvement.

The first area is the long range task through which the Navy supply officer must continually place before the civil service employee the ends and purposes of society in their direct relationships to the objectives of the group he leads. Mooney and Reiley have clearly indicated the importance of this by stating that good morale is not in itself an objective; it is the by-product of a greater objective, namely, the integration of every member of the organization with the common purpose.<sup>9</sup> R. C. Davis, has termed this the principle of integration of interests, or the process that develops and maintains identities and interdependencies between the service objective of the U. S. Navy Supply System and the personal objectives of the civil service employee.<sup>10</sup> Unfortunately, many employees

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<sup>8</sup> M. Marx, (ed.) Elements of Public Administration, p. 486.

<sup>9</sup> Mooney & Reiley, Onward Industry, pp. 527-528.

<sup>10</sup> R.C.Davis, The Fundamentals of Top Management, p. 548.



are helped to see little way beyond their own desks. Their activity becomes a dull routine; their self esteem is smothered by hard layers of hierarchy and they perform without purpose. Thus is lost a great and ever present morale potential. It is apparent, then, that the Navy Officer must continually make workers aware of the fact that each is a member of an indispensable team by which the Navy attains its objectives and that by being a member of an effective team he furthers his personal aims as well as those of the Navy.

The second area is one in which the military leader may have considerable difficulty. This calls for a program of employee participation in work improvement. However, there are many studies in this area which indicate the importance of this aspect in influencing employee morale. Katz in reporting some of his findings in studies of this area at the University of Michigan says that supervisors of high production groups are more employee-centered than those of low production groups. They encourage employee participation in making decisions and make employees feel they are partners in the undertaking.<sup>11</sup> Hampton too, finds that successful leaders rely heavily on teamwork.<sup>12</sup> This

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<sup>11</sup> Daniel Katz, "Employee Groups: what motivates them and How they Perform," Advanced Management, Vol. XIV, No. 3, Sept. 1949, p. 120.

<sup>12</sup> Peter J. Hampton, "Analyzing Executives for Leadership and Other Qualities," Management Digest, Prudential Life Insurance Co., Aug. 1947, pp. 7-15.





has been summed up by the statement that the good leader is fully aware of the importance of cooperative effort in getting things done, and, therefore, understands and practices very effectively the so-called social skills.<sup>13</sup> Two important elements for the success of this program of employee participation cannot be emphasized too strongly or too often. They are characteristic of the new challenge which is facing management today. The first is that the military leader must condition himself to believe in the right and ability of the civil service employee to share in the task of thinking and planning. This belief must be demonstrated at every level of command. The second is that the acceptance of workers into the thinking partnership must never be artificial or dramatic. Their contribution of thinking should never be invited on a subject where it will be ignored. The fanfare which sometimes surrounds a suggestion system or similar device should be avoided. The use of a suggestion system, formal committees for consultation, group meetings, or any other mechanism, should be the development and facilities of a relationship previously created. To be consistent, the adoption of any of these pieces of machinery should in it-

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<sup>13</sup>

Stuart Chase, "What Management Should Know About Teamwork," Factory Management and Maintenance, April, 1945, pp. 101-103.





self be a subject for employee thinking and advice.<sup>14</sup>  
This principle of participation creates a feeling of worthwhileness so important in a good morale situation and is of great importance in the Navy supply activity wherein the civil service personnel are the continuing link while the officer supervisor stays at the activity for a 24 month period only.

The third area in which the leader may play a major role in supervising civil service personnel and building a high morale situation, is in recognizing these employees as "individuals". The day has come when employees are no longer to be herded into getting a task accomplished. One of the conclusions of the research men at the Hawthorne works of the Western Electric Company was that morale was higher and production increased when workers found that someone was interested in them as persons.<sup>15</sup> Katz further confirms this in his studies on production, supervision and employee morale wherein he notes that people respond more adequately when they are treated as personalities rather than as cogs in a machine.<sup>16</sup> In short, if the ego motivations of self-determinations of self-expression, of

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<sup>14</sup> Heron, Why Men Work, pp. 193-194.

<sup>15</sup> Roethlisberger & Dickson, Management and the Worker, pp. 593-604.

<sup>16</sup> Katz, Production, Supervision & Employee Morale, pp. 6-7.

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a sense of personal worth can be tapped, the individual can be more effectively energized. The most effective procedure here is the use of shoe leather instead of the seat of the pants so that the officer will get to know all of those civil service employees he supervises and exert his efforts to create a sense of belonging in the employee which is so essential in a high morale situation. Pigors and Myers have stated that if people are skillfully handled as both individuals and as group members, they will respond by giving their best work to the organization of which they are a part.<sup>17</sup> This is another way of saying that democracy is stronger and more effective than authoritarianism in this situation and that in business as well as civil service, where men and women are free, they will be happier and work more effectively than if they are regimented.

There are two final areas which deserve mention as aspects in which the leader may be involved and if properly approached may bear the fruit of good morale. One of these has to do with the recognition of the informal organization which exists in every group. The informal organization may be briefly described as those cliques which tend to form in any formal organization. While these hierarchies are informal, they are nonetheless well fixed in the

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<sup>17</sup>Pigors and Myers, Personnel Administration, p. 7.



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There are two lines which divide opinion  
as to the necessity of the party being  
organized. One line is drawn between  
the party which is organized and the  
party which is not organized. The  
party which is organized is the party  
which is organized for the purpose of  
the party. The party which is not  
organized is the party which is not  
organized for the purpose of the party.

minds of the employees. They develop spontaneously and they certainly cannot be stamped out. It is felt by some that the pressures of the informal social system are much more important than the logical factors of individual motivation. In other words, these informal systems may be more important than the formal in achieving more effective and satisfying labor management relations.<sup>18</sup> Too little is yet known as to the force and effects of such groups in the work of the organization. However, in developing the morale of the group he leads, the officer must recognize and use these informal group leaders for such purposes as developing recreational programs, communication, making surveys of employee attitudes, etc. Most important of all this structure can be effectively used to feel the pulse of employee reactions and this is so necessary as a part of the eternal vigilance required in the maintenance of good morale.<sup>19</sup>

The final area has to do with the officer's dealings with the unions. The two unions he will be concerned with are the National Federation of Federal Employees and the American Federation of Government Employees. While the word "union" connotes in many officers' minds an un-

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<sup>18</sup> M. J. Jucius, Personnel Management, pp. 58-61.

<sup>19</sup> Ibid., p. 307.





desirable force which can be exerted by the employees against management, the fact remains that unions are apparently here to stay. They must be dealt with and respected as the representatives of the employee. The officer will have much opportunity to know the steward of the union active in his area and must do as much as possible to encourage mutual respect between the representative employee group and management. The goal to be strived for is a coordinated effort by both sides which can do much in influencing the morale of the employee. A tug-of-war with both sides at odds is not conducive to a good morale situation. The leadership of a union local is an example of non-hierarchical power par excellence. It may be a nightmare to the exponents of the official hierarchy. When met with good will and understanding, however, the union can be a source of real support. To fight a running battle with the union entails grave risks to morale. It also may set off sparks on the legislative side, and embarrass the Commanding Officer as well. These considerations invite an attitude of give-and-take, even though negotiating the basic terms of such give and take may be tough business.<sup>20</sup>



### Summary

It will be noted from this chapter that leadership is the most important single factor influencing employee morale. A look into the aspects of democratic leadership versus military leadership reveals that the prime aspect of democratic leadership is group participation in attaining the objective while military leadership is authoritarian and the objective is primary with no opportunity for self expression.

A review of those leadership techniques for maintenance and improvement of morale covers first the principle of integration of interests whereby identities and interdependencies between the service objective and personal objectives are maintained. The next area calls for employee participation in work improvement and involves the greatest single characteristic of democratic leadership. The next area calls for the Navy Supply Officer to recognize and treat his civil service subordinates as "individuals". This is conducive to high morale in present day society.

The two final areas through which leadership can exert great influence on employee morale are the informal group organization and the union. Too little is yet known as to the force and effects of the informal groups





on the work organization. However, it is recommended that efforts be made to identify these informal group leaders and make subtle use of their services to improve group morale. The union is of growing importance and, while the unions of government employees have no right of collective bargaining, they are a growing force in presenting the demands of the civil service employee. The navy officer can favorably effect the morale of his group by striving for cooperative effort in improving all working conditions where necessary to maintain good morale.

on the same organization. However, it is recommended that efforts be made to identify those interest group leaders and their ability to help achieve the desired results. The union is of growing importance and will be the union of government employees have no right of political participation. They are a growing force in increasing the demands of the civil service employees. The new alliance has been formed and now is a group of people for cooperative efforts in increasing all working conditions and necessary to maintain good working.



## CHAPTER V

### GRIEVANCES AND MORALE

#### Definition of the term "grievance"

A grievance is a complaint that has been ignored, overridden, or in the employee's opinion otherwise dismissed without due consideration.<sup>1</sup> From the aggrieved worker's point of view, therefore, a grievance always carries a sense of injustice dealt him by management or sometimes by union officials; it is a wrong that has been done him. Thus, we see a grievance defined in terms of resultant effects in that after a complaint has been formally or informally brought to the attention of the proper management representative and no action has been taken or satisfactory explanation given, it becomes a grievance against management.

In his definition of a grievance, Jucius considers that the safest course to pursue is to give the broadest possible scope to the term "grievance".<sup>2</sup> It means any discontent or dissatisfaction, whether expressed or not and whether valid or not, arising out of anything connected with the company that an employee, thinks, believes, or even "feels", is unfair, unjust, or inequitable. This

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<sup>1</sup> Pigors & Myers, Personnel Administration, p. 107.

<sup>2</sup> M. J. Jucius, Personnel Management, p. 430.

DEFINITION OF THE TERM "EVIDENCE"

Definition of the term "evidence"

A rule of evidence is a principle which has been established, or is being established, by the opinion of the majority of the judges of the law. It is a principle which is not subject to change, and which is not subject to the discretion of the judge. It is a principle which is not subject to the discretion of the jury. It is a principle which is not subject to the discretion of the court. It is a principle which is not subject to the discretion of the legislature. It is a principle which is not subject to the discretion of the executive. It is a principle which is not subject to the discretion of the judiciary. It is a principle which is not subject to the discretion of the people. It is a principle which is not subject to the discretion of the government. It is a principle which is not subject to the discretion of the nation. It is a principle which is not subject to the discretion of the world. It is a principle which is not subject to the discretion of the universe. It is a principle which is not subject to the discretion of the gods. It is a principle which is not subject to the discretion of the devils. It is a principle which is not subject to the discretion of the angels. It is a principle which is not subject to the discretion of the demons. It is a principle which is not subject to the discretion of the spirits. It is a principle which is not subject to the discretion of the souls. It is a principle which is not subject to the discretion of the bodies. It is a principle which is not subject to the discretion of the minds. It is a principle which is not subject to the discretion of the hearts. It is a principle which is not subject to the discretion of the lungs. It is a principle which is not subject to the discretion of the stomachs. It is a principle which is not subject to the discretion of the intestines. It is a principle which is not subject to the discretion of the kidneys. It is a principle which is not subject to the discretion of the bladder. It is a principle which is not subject to the discretion of the rectum. It is a principle which is not subject to the discretion of the anus. It is a principle which is not subject to the discretion of the vagina. It is a principle which is not subject to the discretion of the penis. It is a principle which is not subject to the discretion of the testicles. It is a principle which is not subject to the discretion of the ovaries. It is a principle which is not subject to the discretion of the uterus. It is a principle which is not subject to the discretion of the fallopian tubes. It is a principle which is not subject to the discretion of the cervix. It is a principle which is not subject to the discretion of the hymen. It is a principle which is not subject to the discretion of the clitoris. It is a principle which is not subject to the discretion of the labia. It is a principle which is not subject to the discretion of the perineum. It is a principle which is not subject to the discretion of the anus. It is a principle which is not subject to the discretion of the rectum. It is a principle which is not subject to the discretion of the bladder. It is a principle which is not subject to the discretion of the kidneys. It is a principle which is not subject to the discretion of the intestines. It is a principle which is not subject to the discretion of the stomach. It is a principle which is not subject to the discretion of the lungs. It is a principle which is not subject to the discretion of the hearts. It is a principle which is not subject to the discretion of the minds. It is a principle which is not subject to the discretion of the bodies. It is a principle which is not subject to the discretion of the souls. It is a principle which is not subject to the discretion of the spirits. It is a principle which is not subject to the discretion of the demons. It is a principle which is not subject to the discretion of the angels. It is a principle which is not subject to the discretion of the gods. It is a principle which is not subject to the discretion of the devils. It is a principle which is not subject to the discretion of the universe. It is a principle which is not subject to the discretion of the world. It is a principle which is not subject to the discretion of the nation. It is a principle which is not subject to the discretion of the government. It is a principle which is not subject to the discretion of the people. It is a principle which is not subject to the discretion of the judiciary. It is a principle which is not subject to the discretion of the executive. It is a principle which is not subject to the discretion of the legislature. It is a principle which is not subject to the discretion of the court. It is a principle which is not subject to the discretion of the jury. It is a principle which is not subject to the discretion of the judge. It is a principle which is not subject to the discretion of the opinion of the majority of the judges of the law.

In his definition of a principle, Judge considers that the only source of law is the opinion of the majority of the judges of the law. It is not the opinion of the people. It is not the opinion of the government. It is not the opinion of the nation. It is not the opinion of the world. It is not the opinion of the universe. It is not the opinion of the gods. It is not the opinion of the devils. It is not the opinion of the angels. It is not the opinion of the demons. It is not the opinion of the spirits. It is not the opinion of the souls. It is not the opinion of the bodies. It is not the opinion of the minds. It is not the opinion of the hearts. It is not the opinion of the lungs. It is not the opinion of the stomachs. It is not the opinion of the intestines. It is not the opinion of the kidneys. It is not the opinion of the bladder. It is not the opinion of the rectum. It is not the opinion of the anus. It is not the opinion of the vagina. It is not the opinion of the penis. It is not the opinion of the testicles. It is not the opinion of the ovaries. It is not the opinion of the uterus. It is not the opinion of the fallopian tubes. It is not the opinion of the cervix. It is not the opinion of the hymen. It is not the opinion of the clitoris. It is not the opinion of the labia. It is not the opinion of the perineum. It is not the opinion of the anus. It is not the opinion of the rectum. It is not the opinion of the bladder. It is not the opinion of the kidneys. It is not the opinion of the intestines. It is not the opinion of the stomach. It is not the opinion of the lungs. It is not the opinion of the hearts. It is not the opinion of the minds. It is not the opinion of the bodies. It is not the opinion of the souls. It is not the opinion of the spirits. It is not the opinion of the demons. It is not the opinion of the angels. It is not the opinion of the gods. It is not the opinion of the devils. It is not the opinion of the universe. It is not the opinion of the world. It is not the opinion of the nation. It is not the opinion of the government. It is not the opinion of the people. It is not the opinion of the judiciary. It is not the opinion of the executive. It is not the opinion of the legislature. It is not the opinion of the court. It is not the opinion of the jury. It is not the opinion of the judge. It is not the opinion of the opinion of the majority of the judges of the law.

<sup>1</sup> 107. The term "evidence" is defined in the following manner:  
<sup>2</sup> "Evidence" is defined in the following manner:

definition covers a lot of ground but serves to reduce the possibility of overlooking any grievance.

Importance of good grievance procedure as a morale factor

Whether well or ill founded, grievances undermine morale.<sup>3</sup> Let a man harbor the idea that he is being abused on any ground whatsoever, and his attention to and interest in his work are bound to decline. By the same token his satisfaction in it will decrease.

It is well to recognize at the very beginning that unsatisfactory conditions are to be found in any undertaking, no matter how well it is run and no matter how up-to-date the work environment and management policies may be. Where any considerable group of human beings are intimately thrown together, maladjustments are bound to arise. With human frailty what it is, misunderstanding, incompatibility, unfriendly rivalry, jealousy and other shortcomings make for the friction that destroys the esprit de corps of any staff. It is interesting to note, however, that the great bulk of grievances seem to cluster around questions of job evaluation, or position classification as it is called

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<sup>3</sup> Mosher, Kingsley and Stahl, Public Personnel Administration, pp. 313.



definition covers a lot of ground and leaves no room for  
possibility of overlooking any phenomena.

### Importance of good evidence procedure in a study leader

Whether well or ill founded, "evidence" procedures  
must be based on the idea that it is being shown  
on any ground whatever, and its attention to and interest  
in the work are bound to decline. By the time taken in  
establishing it it will be useless.  
It is well to recognize at the very beginning that  
unsatisfactory conditions are to be found in any satisfac-  
tory, no matter how well it is run and no matter how ap-  
pears the work environment and more than follows may be.  
Where any considerable group of people belong and intensely  
thrown together, misunderstandings are bound to arise. When  
human beings are in it, misunderstanding, incomprehension,  
motivated rivalry, jealousy and other shortcomings arise  
for the reason that despite the efforts of some of any  
sort. It is interesting to note, however, that the great  
bulk of phenomena seem to answer around questions of  
for example, or certain classification as it is called

in public personnel administration.<sup>4</sup>

### Military grievance procedure

The Navy Department has recognized the importance of a good grievance procedure for morale in the military and have laid the foundations for such a program in the U. S. Navy Regulations, 1948, Article 1244-1 which reads as follows:<sup>5</sup>

The right of any person in the Naval Service to communicate with the commanding officer at a proper time and a proper place is not to be denied or restricted.

From this authority originates the "request Mast" procedure by which the enlisted man submits a written request for audience with the Commanding Officer. This request is channelled from level to level in the line organization until it reaches the level on which it can be solved. In most cases, authority for solution lies within the Commanding Officer solely.

### Civil Service grievance procedure

Civil Service grievance procedure is relatively new, having been given its impetus by President Roosevelt's significant Executive Order of June 24, 1938, which gave

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<sup>4</sup> John M. Pfiffner, The Supervision of Personnel, p. 364.

<sup>5</sup> U.S. Navy Regulations, 1948, Article 1244-1.

in Pacific Northwest Administration.

Military Personnel Procedures

The Navy Department has established the importance of a good evaluation procedure for service in the military and Navy. The Department is for such a program in the U.S. Navy Regulations, 1960, Article 1244-1 which reads as follows:

The right of any person in the Navy Service to communicate with the commanding officer at a proper time and a proper place is not to be denied or restricted.

From this authority originates the "request card" procedure by which the enlisted man submits a written request for action with the commanding officer. This request is transmitted from level to level in the line organization until it reaches the level on which it can be solved. In most cases, authority for solution lies within the command. Officer, sailor.

Civil Service Personnel Procedures

Civil Service personnel procedure is relatively new, having been given its impetus by President Roosevelt's Executive Order of June 25, 1953, which gave

John H. Hittner, The Department of Personnel.

U.S. Navy Regulations, 1960, Article 1244-1.



attention to the importance of good grievance procedures in their relation to employee morale. This order instructed the personnel directors of the several Federal Civil Service Organizations to:

Establish means for the hearing of grievances of employees and present appropriate recommendation for the settlement thereof to the head of his department or establishment.

This order gave impetus to the formulation of formal statements regarding employee relations by a number of agencies with provisions for the handling of grievances and appeals.

Navy Department Grievance procedure<sup>6</sup>

In order that the Navy Supply Officer may properly operate in a grievance situation it is important that the pertinent points in the Navy Department grievance procedure be reviewed. It will be interesting to note that the grievance procedure is handled primarily by the parallel civilian organization and the Navy Supply Officer in his Supervisory Capacity is excluded in written procedure. However, in spite of this exclusion, he cannot escape involvement in grievance problems originating in his cognizant department. In order to obtain the desired morale effect in his employees, he must take an active interest in their

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<sup>6</sup>

Navy Civilian Personnel Instructions No. 60.



grievances rather than lose their confidence through the perfunctory approval of the efforts of his civilian counterpart. This major area for morale influence on the part of the Officer supports a fundamental principle of military leadership which has been presented in previous chapters and that is: A leader who takes care of his men will be respected and will be taken care of by them.

Before we review the Navy Department Grievance procedure it is necessary to understand specifically what those matters are that are handled by grievance procedure. The procedure is established to handle a complaint, misunderstanding, or "gripe" of an employee that is personal to himself. Matters involving appeals from classification, action, performance ratings, are not handled through grievance procedure since special means have been established to handle appeals under these special types of action.<sup>7</sup>

It is also important that Navy department policy on handling grievances be made known and this policy is briefly outlined as follows:

- a. It is expected, that wherever employees work, conditions resulting in employee dissatisfaction and resentment will arise.
- b. The Navy Department stresses the importance of adjusting grievances promptly.
- c. The initiation of a grievance by an employee should not cause any derogatory reflection

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<sup>7</sup> Navy Civilian Personnel Instructions, Instruction 80, p. 1.





on either the employee, the supervisor, or management.

- d. All employees are to be treated fairly with freedom from restraint, coercion, discrimination and reprisal in the filing of grievances.
- e. Discriminatory actions on the part of supervisors against an employee who has filed a grievance is considered a disciplinary offense.

Personnel grievance procedure will readily indicate that there is a major difference between it and military grievance procedure in that it does not stop with the Commanding Officer but reaches the very top echelons in the Navy Department itself. The first step in the procedure may be outlined as follows:

- a. Employee shall take matter up with immediate supervisor.
- b. Employee may be represented by one fellow employee.
- c. Case may be presented orally or in writing.
- d. Supervisor's decision must be made within two working days.

If settlement is unsatisfactory, the aggrieved employee is advised by his supervisor that he has the right to appeal to the second stage in the procedure within three days of decision. This second stage involves the following steps:

- a. Appeal must be submitted in writing to senior civilian supervisor of department.
- b. Employee may be represented by no more than two employees from his own work group.

an initial interview, the supervisor  
on assignment.

1. All employees are to be treated fairly  
with respect to their status, position,  
classification and position in the  
line of promotion.

2. Employees are to be treated on the basis of  
merit and ability. Employees who are  
not a success in their position are to be  
promptly removed.

Personal appearance procedure will remain intact and

there is a major difference between it and military dress-

code procedure in that it does not stop after the preliminary

check but continues the very top section in the very last-

ment itself. The first step in the procedure may be con-

ducted as follows:

1. Employee shall come before the  
supervisor.

2. Employee may be presented by one  
fellow employee.

3. One may be presented orally or in  
writing.

4. Supervisor's decision must be made within  
the working day.

If settlement is unsatisfactory, the aggrieved employee is

advised by his supervisor that he has the right to appeal

to the next stage in the procedure within three days of

decision. This second stage involves the following steps:

1. Appeal must be submitted in writing to  
section chief supervisor of department.

2. Employee may be represented by no one.  
That few employees from his own group.



- c. Employee may have reasonable amount of witnesses who are familiar with conditions concerning the grievance.
- d. Senior civilian supervisor conducts hearing keeping written record of same.
- e. Decision must be made by senior civilian supervisor within five working days after submission to "second stage". Basis for decision is to be included in written notification to employee.
- f. If decision favors employee, the immediate supervisor is notified to correct condition.
- g. If decision is against employee, the employee must be notified by senior civilian supervisor that he may appeal to third stage within three working days.

When the employee appeals to the third stage the following steps are taken:

- a. Employee appeals in writing to Commanding Officer via senior civilian supervisor.
- b. Senior civilian supervisor prepares summary of case and forwards it with all papers and minutes to Commanding Officer, via chain of command.
- c. Case is reviewed by cognizant Executive assistant.
- d. If decision is favorable for employee, the senior civilian supervisor is notified, and he in turn takes necessary action to correct the situation.
- e. If decision is unfavorable to employee, all papers are forwarded to Commanding Officer who convenes the Field Grievance Committee.
- f. The Field Grievance Advisory Committee reviews all papers, conducts hearing, and forwards recommendation to Commanding Officer.

1. The Field Office Advisory Committee reviews all reports, conducts periodic reviews and makes recommendations to the Committee.
2. If a decision is recommended for an employee, all reports are forwarded to the Committee. The Committee may recommend that the employee be removed from the field office, that the employee be transferred to another field office, or that the employee be retained in the field office.
3. If a decision is recommended for an employee, the Field Office may recommend that the employee be removed from the field office, that the employee be transferred to another field office, or that the employee be retained in the field office.
4. If a decision is recommended for an employee, the Field Office may recommend that the employee be removed from the field office, that the employee be transferred to another field office, or that the employee be retained in the field office.
5. If a decision is recommended for an employee, the Field Office may recommend that the employee be removed from the field office, that the employee be transferred to another field office, or that the employee be retained in the field office.
6. If a decision is recommended for an employee, the Field Office may recommend that the employee be removed from the field office, that the employee be transferred to another field office, or that the employee be retained in the field office.
7. If a decision is recommended for an employee, the Field Office may recommend that the employee be removed from the field office, that the employee be transferred to another field office, or that the employee be retained in the field office.
8. If a decision is recommended for an employee, the Field Office may recommend that the employee be removed from the field office, that the employee be transferred to another field office, or that the employee be retained in the field office.
9. If a decision is recommended for an employee, the Field Office may recommend that the employee be removed from the field office, that the employee be transferred to another field office, or that the employee be retained in the field office.
10. If a decision is recommended for an employee, the Field Office may recommend that the employee be removed from the field office, that the employee be transferred to another field office, or that the employee be retained in the field office.

- g. Commanding Officer makes decision and notifies employee in writing within ten working days after the hearing has been held.

If dissatisfied, the employee may appeal in writing to the Under Secretary of the Navy, via Commanding Officer, and Chief, Bureau of Supplies and Accounts within ten working days after receiving decision. During the fourth and final stage the following action takes place:

- a. Employee fills out "appeal to fourth stage".
- b. All papers connected with the case are forwarded by the Commanding Officer and are referred to the Navy Department Grievance Appeal Board.
- c. The Board may grant a hearing if necessary.
- d. Final decision is made by the Under Secretary of Navy.
- e. Employee is notified of final decision by the Commanding Officer.

While the foregoing procedure appears lengthy and cumbersome it compares favorably with the technical requirements for a good grievance program as put forth by Pigors and Myers.<sup>8</sup> Furthermore, in spite of the fact that the records indicate that in only rare instances do grievances reach a fourth stage, the procedure has an important purpose. The importance of this machinery, however, lies not so much in its frequent use as in the fact that it is made available

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<sup>8</sup> Pigors & Myers, Personnel Administration, pp. 111-112.



2. Commanding Officer shall decide the  
whether or not to refer the case  
to the court after the hearing has been  
held.

It is provided that the court may refer the case to the  
court of the court, the Commanding Officer, and  
Chief, under the provisions and conditions which are working  
days after receiving decision. During the court and final  
stage the following action taken place:

1. Samples will be sent to court  
stage.

2. All papers connected with the case are  
forwarded by the Commanding Officer and  
are referred to the Navy Department  
and the court.

3. The court may grant a hearing if necessary.

4. Final decision is made by the court and the  
court.

5. Samples are notified of final decision  
by the Commanding Officer.

While the following procedure appears lengthy and

complex, it is necessary to consider the fact that the technical require-  
ments for a good evidence program are not too high. It is  
and there. Furthermore, in spite of the fact that the  
evidence is not in only the interest of the evidence  
which is found. The evidence has an important purpose.  
The importance of this evidence, however, lies not so much  
in its frequent use as in the fact that it is made available

by management "just in case".<sup>9</sup>

One can well see the impact on morale that a good grievance procedure properly administered will have on the employee when he knows that he has an available line of communication to the very top echelon of the Navy that he may use whenever he has a grievance.

The Naval Officer's role in Navy Civil Service Grievance Procedure

While the Navy Civil Service grievance procedure indicates an elimination of the officer and leaves the handling of grievances to his civilian counterpart, this, of necessity, cannot be. The Navy Supply Officer must take an active interest in the grievances arising in his department and make every effort to settle them at his level. Accomplishment of this task indicates a degree of confidence the employees have placed in their leader, an evidence of good morale.

In his grievance handling program the officer must first of all make himself available to the employees. An attitude of aloofness so often present in officer-civilian employee relationships blights a grievance handling program from the very beginning.

When a grievance is presented, the officer should

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<sup>9</sup> Mosher, Kingsley & Stahl, Public Personnel Administration, p. 315.

by management "just in case".

One can tell the impact on morale and the  
 management's attitude towards the employees will have on the  
 employees when he knows that he has an effective line of  
 communication to the very top management of the very best in  
 the industry. It is a pleasure.

### The Royal Canadian Mounted Police in the North

While the very first police officers were  
 included as members of the force and later the  
 majority of officers to his office. However, this  
 of necessity, cannot be. The very early officers were  
 men and women who were in the business world in his  
 department and were very active in their work as his  
 level. Nevertheless, of all the officers I know  
 of, the majority of the officers have been in the  
 of the force of the force.

In the business world, the officers were  
 first of all very active in the business.  
 an attitude of respect to other people in the  
 which the officers have been in the business world.  
 from the very beginning.

When a witness is interviewed, the officer should  
 be in a position to ask the witness the following questions:



hear the complaint through, refraining from assuming a defensive attitude. He should be a calm interested listener and refrain from making judgments and oral reprimands. Grievances may settle themselves or vanish if the officer can listen without a show of impatience and resentment. If the foregoing tactics are used the officer will always be thankful that he was calm and composed and that he listened patiently if his actions relative to the employee are questioned during subsequent appeal procedure.

The officer concerned should refrain from hasty action. He should weigh the facts from all angles, attempting to place himself in the position of an outside observer. If there is an element of passion or anger involved, decision should be delayed during a period long enough to permit "cooling off". Thus, every effort should be made to avoid snap judgments. Finally, the officer must be sure of his authority in making a decision and this calls for a complete understanding as to his authority over civil service personnel.

#### Summary

In the foregoing paragraphs a grievance has been defined as any discontent or dissatisfaction whether expressed or not, whether valid or not arising out of anything connected with the company, which an employee thinks,



believes, or feels is unfair, unjust or inequitable. The legalistic aspect of the grievance procedure has been implied and a good solid piece of advice is offered to the Navy Supply Officer in that every grievance should be handled as if it would be appealed.

There has then been put forth a brief analysis of military grievance procedure which is yet in its embryonic growth stages, stopping with the commanding officer. This will not appear important to the average reader but it represents a major change in military custom.

The four step Navy civil service grievance procedure has then been outlined in detail together with the policy for prompt handling of grievances. These steps meet all the requirements of a good grievance procedure and provide a line of communication which will take a grievance to the top executive level of the Navy for settlement if necessary. The importance of a good grievance procedure with its resultant favorable effect on employee morale is evident in that the aggrieved person knows he has access to top management for settlement of his problem should his need arise.

A final paragraph establishes a role for the Officer in Navy civil service grievance handling program and puts forth a helpful series of guides for assistance to him in the program.



## CHAPTER VI

### DISCIPLINE AND MORALE

#### Definition

While the concept of "discipline" is used in many textbooks on personnel management, few writers make any effort to define the word. Cushman, however, defines discipline as the force that develops within an individual and causes or tends to cause him to conform to rules, regulations, and high standards of work behavior.<sup>1</sup> This definition is considered to be inadequate in that it merely defines one aspect of discipline commonly known as self discipline. Young further defines discipline as orderly conduct, or the means of keeping order and good conduct on the part of the workers.<sup>2</sup> Webster's Dictionary defines discipline as control gained by enforcing obedience to an order, as in a school or the military; strict government, as of a group for effective action.<sup>3</sup>

From the foregoing it becomes obvious that discipline may be instituted by two distinct forces. The one force in discipline comes from external forces such as

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<sup>1</sup> Cushman & Cushman, Improving Supervision, p. 175.

<sup>2</sup> Young, Personnel Manual for Executives, p. 213.

<sup>3</sup> Webster's International Dictionary, Copyright 1950.

the supervisor or the leader, and the other force develops from within the individual or the group. In order then to encompass discipline in its broadest aspects a definition has been formulated which can be used to cover all aspects of discipline as follows:

Discipline is that force, either external or internal, that causes individuals or groups of individuals to conform to rules, regulations, and high standards of work behaviour.

#### Positive and negative discipline

In order that all aspects of discipline may be covered in this chapter it is necessary that the distinction between positive and negative discipline be considered. This distinction has been concisely drawn in the Personnel Handbook which states that positive discipline corrects by showing the right way.<sup>4</sup> In other words, positive discipline is constructive. It is a means of developing morale, thereby heading off trouble before it starts. Negative discipline uses deterrent forces to secure the desired action. This involves the application of some type of penalty or punishment, thereby taking care of the trouble after it occurs.

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<sup>4</sup> John Mee (ed.) Personnel Handbook, p. 935.

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### Effective Discipline

Effective discipline in the new concept of personnel administration has changed from that of domination through fear to that of obtaining the best results by firm considerate control.<sup>5</sup> Encouragement is given to the development of the workers' self respect, initiative and interest. Effective discipline helps get the job done and develops the respect of the worker for his supervisor. Furthermore, it develops the good will of the work group and understanding between the supervisor and his group which results in better cooperation. There are many rules put forth as a guide for the maintaining of effective discipline but in general they all require the supervisor to do the following:<sup>6</sup>

- a. Promptly investigate the reports of laxity.
- b. Explain rules fully.
- c. Put special orders in writing.
- d. Administer discipline to fullest extent needed.
- e. Inform worker why he is being disciplined.
- f. Be firm, decisive, direct.
- g. Show no bias or favoritism.
- h. Be constantly aware of employee attitudes.

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<sup>5</sup> R.O. Beckman, How To Train Supervisors, p. 168.

<sup>6</sup> Ibid... p. 297.



1. Act within limits of his authority.

### Discipline and its relation to morale

The strong relationship of discipline to morale has been recognized by many authorities. Mooney states that the necessary elements of organized efficiency in the military sphere is a sound doctrine. The efficient application of such a doctrine depends on discipline. The joint product is morale.<sup>7</sup> Belief in cause, esprit de corps, faith in weapons and ability to use them, and discipline apply equally to Officers and men. It can be summed up in the single term: group morale.<sup>8</sup> Marx has further emphasized the importance of discipline as an influence on morale by stating that even within the framework of democratic management, the machinery of management has its place. As first aid to treat the failures of leadership or of individual performance, discipline may provide the starting point for constructive morale action.<sup>9</sup>

Beishline has drawn an interesting conclusion in that disciplinary problems become less and less as morale arises, and, hence the amount of necessary supervision

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<sup>7</sup> Mooney, The Principles of Organization, p. 133.

<sup>8</sup> Pennington, Hough & Case, The Psychology of Military Leadership, p. 224.

<sup>9</sup> Morsten Marx (ed.) The Elements of Public Administration, p. 492.



1. For which it is a necessity.

### Discipline and its relation to morale

The second relationship of discipline to morale has been recognized by many authorities. Morale depends on the necessary elements of organized efficiency in the military sphere is a sound doctrine. The efficient application of such a doctrine depends on discipline. The latter produces in morale, which is essential to success, as a result of discipline, which is essential to the success of the team, and discipline itself is essential to the success of the team. It is seen to sum up in the above that group morale.<sup>1</sup> This has been further emphasized by the importance of discipline as an influence on morale by stating that even within the framework of democratic management, the maintenance of management has its place. It is clear that the spirit of leadership or of individual performance, discipline may provide the essential basis for constructive morale action.<sup>2</sup>

Discipline has been an interesting question in that discipline provides means for and leads to morale, and hence the amount of necessary supervision

<sup>1</sup> See, for example, The Principles of Organization, p. 137.

<sup>2</sup> See, for example, The Principles of Organization, p. 137.

<sup>3</sup> See, for example, The Principles of Organization, p. 137.

is reduced.<sup>10</sup> Yoder gives a converse to this when he states that a generally low level of morale or a lack of interest in jobs to which employees are assigned gives rise to numerous and serious disciplinary problems.<sup>11</sup>

Bartlett states that one of the chief responsibilities in supervision is the enforcement of company regulations. There are two contrasting procedures for accomplishing this objective -- the exercise of discipline and the development of morale. The first may be briefly defined as enforced obedience to external authority; the second as obedience to external circumstances which has its source of authority within the man or group.<sup>12</sup>

In view of the many concepts of discipline and its relation to morale it appears that the goal to be striven for in any organization is the gradual reduction in the need for the use of rewards and penalties as a means of influencing behavior, and, at the same time, making every effort to improve morale so that self discipline becomes the dominant force. The ultimate is when, as Tead puts it;

The group comes as rapidly as it will to a condition of awareness of itself as a working entity and imposes by itself on

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<sup>10</sup> Beishline, Military Organization for National Defense, p. 230.

<sup>11</sup> Yoder, Personnel Management & Industrial Relations, p. 517.

<sup>12</sup> Bartlett, Psychology and the Soldier, p. 118.





itself those standards of individual and group behaviour which it finds necessary to impose in the interest of group effectiveness in carrying on its work.<sup>13</sup>

### Negative Disciplinary Action

Since discipline, briefly, means the enforcement of, or conformity to, rules and regulations, disciplinary action has to do with the handling of their breaches. Thus, in order to complete the picture on discipline and morale it is necessary to consider the who, how, when, and why of disciplinary action in order that the administration of disciplinary action will not have a deteriorating effect on morale.

As to "who", Pfiffner states that the principal responsibility for dealing with deviant behaviour should be lodged in the line supervisor at the significant level of immediate supervision.<sup>14</sup> This is further confirmed in Naval Leadership, the book wherein the Naval Officer receives his primary training in leadership. Here it is stated that punishment, which is synonymous with disciplinary action, is a responsibility inherent in the execution of the role of the leader. It cannot be evaded nor can it be delegated without serious deterioration of the

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<sup>13</sup> Tead, Human Nature and Management, p. 272.

<sup>14</sup> Pfiffner, The Supervision of Personnel, p. 345.



qualities which form the basic structure of a successful leader.<sup>15</sup> Again, we find the military and civilian authorities in accord when Pigors and Myers state that the delegation of this responsibility weakens the position of the supervisor. Clearly, therefore, the employee's supervisor should discipline him.<sup>16</sup> All of the foregoing may be adequately summed up by NCPI 45 which states concisely the Navy Department policy for disciplinary action in the case of civil service personnel in which the responsibility is fixed directly on the supervisor. It is the policy of the Navy Department that civilian and military supervisors of employees be delegated appropriate responsibility for direction and discipline of employees under their jurisdiction. Both civilian and military supervisors are selected for their positions because they possess qualities of leadership necessary for personnel administration. Consistent with the foregoing, employees generally will receive instructions or discipline only from or through their line supervisors, civilian and military. Employees who are guilty of delinquency or misconduct will be corrected by or through their line supervisors to insure that supervisors exercise maximum responsibility over their

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<sup>15</sup> Naval Leadership, p. 321.

<sup>16</sup> Pigors and Myers, Personnel Administration, pp. 206-207.



position which have the same character of a command.  
 In fact, we find the military and civilian sub-  
 ordination to command when there are these two  
 delegations of this responsibility between the position of  
 the superior, namely, therefore, the superior's super-  
 vention should be the same. All of the foregoing may  
 be advantageously summed up by still a few words concisely  
 the Navy Department policy for the military action in the  
 case of civil service personnel in which the responsibility  
 is placed directly on the superior. It is the policy  
 of the Navy Department that military and civilian super-  
 visors of employees be delegated appropriate responsibility  
 for discipline and discipline of employees under their  
 jurisdiction. Civil and military supervisors are  
 selected for their position because they possess quali-  
 ties of leadership necessary for personnel administration.  
 Consistent with this principle, employees administratively will  
 receive instructions or discipline only from an approved  
 chain of command, civilian and military. Employees  
 and the quality of discipline in accordance with the com-  
 manded by or through their line supervisor to insure that  
 supervisors exercise maximum responsibility over their

12  
 Navy Department, D. 121.

12  
 Navy Department, Personnel Administration,  
 D. 121-107.

subordinates.<sup>17</sup>

It is obvious that the "why" in disciplinary action is to correct offending employees and to maintain discipline and morale among other employees. This is adequately covered in NCPI 45.2-3a which states that disciplinary action shall be taken solely for the purpose of correcting offending employees and maintaining discipline and morale among other employees. Where this aim can be accomplished through orally admonishing the offenders, formal disciplinary action should not be taken.<sup>18</sup>

The "how" in disciplinary action has been put forth by Beishline who states that before administering a reprimand, the Commander must be certain of his facts and that the person is deserving of it. The morale of the organization can be seriously afflicted when a reprimand is given to an innocent subordinate. Word of such errors spreads rapidly throughout the organization and it takes a long time to correct the resultant damage. It is also important that the Commander deliver the reprimand in an entirely objective manner. He cannot permit himself to become vindictive or inject personal animosity into the proceedings.<sup>19</sup> Another word of advice is offered in the Personnel

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<sup>17</sup> Navy Civilian Personnel Instructions 45.5

<sup>18</sup> NCPI 45.2-3a.

<sup>19</sup> Beishline, Military Management for National Defense, p. 205.

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It is obvious that the "how" in disciplinary action is to correct offending employees and to maintain discipline and morale among other employees. This is adequately covered in AR 15-12 which states that disciplinary action shall be taken solely for the purpose of correcting offending employees and maintaining discipline and morale among other employees. Where this aim can be accomplished through merely admonishing the offender, formal disciplinary action should not be taken. 18

The "how" in disciplinary action has been put forth as a principle and states that before commencing a disciplinary action, the Commander must be certain of his facts and that the person is deserving of it. The words of the principle action can be seriously affected when a punishment is given in an improper circumstance. None of such errors appears readily throughout the organization and it takes a long time to correct the resulting damage. It is also important that the Commander deliver the punishment in an entirely objective manner. He cannot permit himself to become involved in direct personal animosity into the procedure. 19 Another word of advice is offered in the following

- 17 Army Criminal Investigation Instructions 15-2
- 18 AR 15-12.
- 19 Reference, Military Management for Leaders, p. 505.



Handbook which states that the supervisor must especially maintain the application of proper human relations in disciplinary problems.<sup>20</sup>

Davis has assembled a most inclusive list of principles for disciplinary action and it is considered by the writer to be of great importance in the guidance of those concerned with disciplinary action. These principles are listed as follows:<sup>21</sup>

1. Disciplinary action should not be taken unless a real necessity for it can be shown.
2. Negative disciplinary action must be just, but sufficiently severe to meet the requirements of the situation. Inadequate disciplinary action weakens the force of the particular policy, regulation, or directive. Strong morale cannot be built on weak disciplinary action.
3. Decisions governing penalties or rewards should be based on facts.
4. The intent of the individual should be considered in determining the nature and degree of disciplinary action that are proper.
5. The reasons for disciplinary action should be made clear. The statement of the reasons for negative action should be accompanied by an explanation of how it may be avoided in the future.
6. A subordinate should not be required to criticize his superior. His remarks should be confined to statements of fact, rather than opinion, where the latter is concerned.

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<sup>20</sup> Mee, Personnel Handbook, p. 935.

<sup>21</sup> Davis, The Fundamentals of Top Management, pp.

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There are several points to be noted in connection with the above. First, the fact that the above is a summary of the results of the investigation, and not a statement of the facts, is to be noted. Second, the fact that the above is a summary of the results of the investigation, and not a statement of the facts, is to be noted. Third, the fact that the above is a summary of the results of the investigation, and not a statement of the facts, is to be noted.

1. The following action should not be taken  
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7. Disciplinary measures, both positive and negative, should be applied by the immediate superior of the individual affected. Otherwise, the executive's leadership position may be broken down.
8. Negative action should be taken privately whenever possible.
9. The responsible executive should resume a normal attitude toward the offending individual after negative disciplinary action has been taken and the individual has paid the penalty assessed.
10. Consistency in disciplinary action is necessary for consistent action in the accomplishment of objectives. Such consistency eliminates feelings of favoritism and unfairness. Group morale may suffer accordingly.
11. Negative disciplinary action should usually not be applied to large groups. A large dissident minority suggests that the situation is due to an error of executive leadership rather than of operative performance.

A final word of caution is presented by Maier in that any punishment that degrades or injures the ego is as likely to create resentment as it is to inhibit the undesirable act. There is no such thing as teaching men to have discipline for its own sake. It is always related to the situation, and each situation must develop its own controls.<sup>22</sup>

The "when" of disciplinary action may be briefly stated by saying that disciplinary action should be



7. Identifying material, such as the  
subject, should be stated by the individual  
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clear, the document's identifying position  
may be broken down.

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initiated promptly after management learns of the offense. A brief corroboration of this may be taken from Fayol's writings in which he states that, "In order that control may be effective it must operate within a reasonable time and be followed up by rewards or penalties."<sup>23</sup> This is the position taken by all persons writing on this aspect of personnel work and it can be substantiated authoritatively in any textbook on industrial psychology or personnel management.

The "where" of disciplinary action can be stated concisely from the principles of disciplinary action previously stated by Davis, i.e., "Disciplinary action should be taken in private whenever possible".

#### Positive Disciplinary Action

At the risk of undue length, it is considered of value to look into the term positive disciplinary action, or the making of awards and commendations as it is sometimes called. The giving of praise can constitute a very strong factor in morale but the dangers involved are so great as to deter some from using it at all. There are those who will let down in their effort after praise, while in other instances it will be regarded by fellow workers

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<sup>23</sup>

Fayol, Industrial and General Administration,  
p. 77.

initiated promptly after management issues are identified. A brief communication at this time is then made to the relevant personnel in order to ensure that, "in order that management may be effective it must operate within a framework of control and be followed up in periods of periodicity." This is the position taken by all persons within the scope of personnel work and it can be summarized and summarized. It is not sufficient to indicate personnel management.

The "theory" of disciplinary action can be stated conclusively from the principles of disciplinary action previously stated by Davis, A.W., "Disciplinary action should be taken in periods of periodicity."

### Positive Disciplinary Action

At the time of writing, it is considered of value to know into the two positive disciplinary action or the making of errors and recommendations as it is some- times called. The system of action can be summarized as follows: Positive disciplinary action involves the use of action to correct errors and the errors involved the use of action to correct errors. There are three main areas of action: (1) errors, (2) errors, and (3) errors. It will be observed by the following examples:

Positive Disciplinary Action



as an example of favoritism. Another deterrent is the occasional narcotic effect of praise, requiring ever-increasing doses to produce the desired response. While praise is an incentive its dissemination is an art to be practiced with skill.

Pfiffner has assembled some guides for use in the positive disciplinary action procedure which are worthy of note and these are as follows:<sup>24</sup>

1. Praise should be fitted to the individual: thus some knowledge of how he will react is required.
2. Consideration should be given to the manner in which praise will affect the morale of the other employees.
3. Often times indirect praise that reaches an individual in a roundabout way is very well received.
4. It is often effective from the standpoint of group morale to praise the work rather than the individual worker.
5. Praise that is too lavish may lose its effectiveness.
6. Be sure that the worker who is being praised believes that it is deserved. He should sense the supervisor's sincerity and feel that the praise is not given for an ulterior purpose.

In closing, attention is again invited to the importance of the substitution of morale for discipline so adequately put forth by Viteles.<sup>25</sup> Finally, to the

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<sup>24</sup> Pfiffner, The Supervision of Personnel, pp. 251-253.

<sup>25</sup> Viteles, Industrial Psychology, pp. 626-628.



exercise of preventive therapy advocated by Pfiffner who states that the good supervisor constantly administers those little preventatives that keep both individuals and groups satisfied and productive.

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### Summary

In this analysis of discipline various aspects are revealed. Discipline may be applied by use of external forces or it may originate from within the individual as an effect of good morale. Discipline may be further segregated into positive discipline, or the award of praise and commendations having to do with constructive exertion on the part of the leader; and negative morale having to do with the application of penalties to secure the desired action. There is also included the relationship of discipline to morale which is inverse in that as morale rises, the need for external disciplinary action is lessened.

Disciplinary action procedures show that the "who" should initiate such action is the immediate supervisor. The "why" is put forth in stating its purpose as that of correcting offending employees and maintaining morale among other employees. The "how" of disciplinary action prescribes the application of proper human relations





techniques in disciplinary matters. The comprehensive list of principles taken from H. C. Davis is considered of extreme importance and should be a part of the knowledge of all those involved in handling disciplinary action. The "when" expresses the importance of taking disciplinary action promptly in order that such action may be effective. The "where" states that such action should be taken in private wherever possible. A brief look into the aspects of positive disciplinary action provides some guides to a method of application which should be of considerable assistance to the Navy officer in a situation suggesting the use thereof.

The goal to be strived for as indicated in this chapter is the substitution of morale for discipline and is considered of equal importance in either a military or a democratic situation.

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## CHAPTER VII

### MORALE MEASUREMENT TECHNIQUES

#### Introduction

In a discussion of techniques for morale measurement it is well to start with a word of caution which was generated as a result of the comment by Alexander Leighton who said that the striking thing about this new science of human relations is not the vast areas of what is unknown -- which many are fond of emphasizing but the degree to which what is known is not used.<sup>1</sup> Heron recognizes this same situation and confirms Leighton's thoughts when he states that we have not used what we have already learned through the various attitude and opinion polls.<sup>2</sup> Any of the following techniques for measurement of morale will take time and money to install and whether or not these techniques are used should be determined by weighing the costs against the degree to which management will use the results. In plain common sense talk -- the techniques must produce a result that management will have confidence in and use or they should be avoided.

While it may seem desirable to avoid discussion of the complex ingredients that go into its composition,

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<sup>1</sup> A. Leighton, Management News, Jan. 28, 1949.  
American Management Association, New York, p. 3.

<sup>2</sup> Heron, Why Men Work, p. 18.

## GENERAL MANAGEMENT PRINCIPLES

Introduction

In a discussion of general management for small business-

ness it is well to start with a word of general advice. The first of the principles of management is that the manager should be a realist. He should not be a dreamer. He should not be a theorist. He should be a practical man. He should be a man who is able to see things as they are, and not as he wishes them to be.

It is not enough to have a good idea of what to do. One must also have a good idea of how to do it. One must have a good idea of the resources available, and one must have a good idea of the obstacles that may be encountered. One must have a good idea of the time and money that will be required, and one must have a good idea of the results that can be expected. One must have a good idea of the people who will be involved, and one must have a good idea of the problems that may arise.

General management is the art of getting things done. It is the art of organizing, planning, and controlling. It is the art of making the most of the resources available, and of achieving the best possible results. It is the art of working with people, and of motivating them to do their best. It is the art of solving problems, and of making decisions. It is the art of being a leader, and of being a team player. It is the art of being a manager, and of being a successful one.

While it may seem desirable to avoid discussion of the complex problems that are involved in general management,

<sup>1</sup> A. Delmon, *Management*, 1st ed., 1908.  
<sup>2</sup> *Principles of Management*, New York, N. Y., 1910.  
<sup>3</sup> *Principles of Management*, New York, N. Y., 1910.

there are certain measurable indices of morale and these fall into two broad categories. The first is the physical measure of operating results such as production per man hour, turnover, absenteeism, and safety records. The second type of measurement attempts to get at the sentiments and attitudes of employees toward the organization by means of the opinion polling technique through use of the interview or the questionnaire now so familiar to most people.<sup>3</sup>

An analysis of production and other records

Production standards, though frequently used as the main test of morale, are in fact deceptive instruments of diagnosis. While production is an evidence of good morale it is the resultant of many variables. Low production is the sign of many ills or complications. But a complete diagnosis may require scrutinizing of the total environment of the group. Effective therapy as a rule involves correction of the modes of organization and of the exercise of authority by the supervisor and the manager. Only such correction may release the creative potential of the group. The difficulty here lies in the fact that these standards have been characteristically established by statistical

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<sup>3</sup> Yoder, Personnel Management and Industrial Relations, pp. 439-440.



that the results indicate a lack of control and some  
 fall into the same category. The first is the physical  
 means of operating the machine in a mechanical way  
 but, however, adjustment and setting controls. The  
 type of management attempt is not at the machine  
 and control of the machine is not the operation of the  
 of the machine being tested. The second is the lack  
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### An analysis of production and control

Production standards, which frequently used as the  
 basis of control, are in fact defective instruments of  
 diagnosis. This is because it is a measure of work  
 it is not a measure of any variable. The production  
 the aim of any life or organization, but a complete  
 diagnosis may require a knowledge of the total environ-  
 ment of the group. Effective therapy as a rule involves  
 correction of the order of organization and of the control  
 of authority by the supervisor and the worker. Only when  
 correction may release the creative potential of the group.  
 The only way to do this is the fact that these standards  
 have been systematically established by specialists

averages, by the pace-setter in the group, by "time studies," or by the standard of maximum profits. These are not the standards which increase morale. Standards useful to morale are those whose logic and reasonableness appeal to the group -- those which have been set by the process of participation and agreement within the group. Standards arrived at in any other way invite sabotage of quality if not of quantity of performance.<sup>4</sup>

Labor turnover is a fair index of labor unrest, or morale, particularly during a period of labor shortage. It may be a fair means of comparing group attitudes as between similar groups even during normal periods of business activity. However, labor turnover may not reveal anything but intolerable conditions during depressions, for workers will hold onto their jobs under such conditions even though they may be greatly dissatisfied, and a poor morale condition which exists may not be apparent.

An analysis of complaints or grievances may give some measure of group morale but care must be exercised not to analyze them on purely a numerical basis without regard to external factors. For instance, just before an election of officers in a union an excessive number of grievances may be filed. Such a situation may be indi-

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<sup>4</sup> M. Marx, Elements of Public Administration, pp. 490-491.





cative of some strife within a group but it is a poor index of the morale of the workers in relation to the organization as a whole.

Excessive absenteeism or tardiness may also serve as an index of general or specific conditions, particularly where certain departments have an especially unfavorable record. Other data such as amount of waste, seconds, loss of time waiting for work, etc., may be analyzed and interpreted in terms of causal relationships, a part of which may reflect morale conditions. This type of analysis at best is difficult and is not always a reliable index of morale. It may show managerial deficiencies that are not directly interpretable in terms of morale unless employees are penalized because of them.<sup>5</sup>

From the foregoing we can see the hazards involved in using this type of study and it can readily be recognized that the interpretations by management in such studies may be prejudiced selfishly in favor of its own acts. The shortcomings of this approach to the measurement of morale are apparently recognized in many industries who now use them as causal indices to measure the errors of management rather than a measure of employee morale. While the foregoing indexes of productive efficiency may

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<sup>5</sup> Scott, Clothier, and Spriegel, Personnel Management, pp. 437-438.



have their weaknesses, they are not to be discounted quickly. There are many clues to be found in this area. If looked at objectively by the supervisor, the human facts that determine these figures may be quite revealing. Taken alone the rate of productive efficiency is obviously not a sufficient index of employee morale but used in conjunction with other indexes and can well be of great importance.

### Attitude Surveys

Attitude surveys usually take one of two forms. On the one side we have the directed interview, the written questionnaire, both designed to extract specific facts from the employee. On the other side we have the non-directive interview or employee counseling which seeks to provide for psychological adjustment of the workers. A point that is considered appropriate here is that worker interviewing plans are not in and of themselves the remedy for low morale. The aim of such plans must be clearly kept in mind -- move effective work through better worker morale brought about by more understanding supervision. Furthermore, a morale survey, the exit interview, or any other barometer of employee feelings, is of little practical value unless it succeeds in identifying factors that effect employee morale and points the way toward changes



have their own views, they are not to be regarded as  
 objects. There are many cases to be found in this  
 If looked at objectively by the respondent, the human  
 facts that constitute these objects may be quite different.  
 taken along the line of objective study is entirely  
 not a scientific study of subjective facts and is not  
 limited to the other hand and can tell us of the  
 process.

### Attitude Survey

Attitude surveys usually take one of two forms.  
 On the one side we have the direct method, the other  
 questionnaire, both designed to secure specific facts  
 from the subject. On the other side we have the  
 indirect or projective or employee assessment which seeks to  
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 point that is considered appropriate here is that surveys  
 interesting facts are not in fact of themselves the merely  
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 Furthermore, a morale survey, the end in itself, or any  
 other measure of employee attitude, is an indirect practical  
 value which is suggested in identifying factors that  
 effect employee morale and point the way toward change

that may be instituted by the leader to improve morale.<sup>6</sup>

### Interviewing Technique

As a result of long and concentrated efforts in interviewing, Roethlisberger and Dickson have formulated a technique for the process. These techniques have been declared to be the basis for good human relations and have been reduced to five rules as follows:<sup>7</sup>

1. ...the supervisor should listen patiently to what his subordinate has to say before making any comment himself....
2. ...the supervisor should refrain from hasty disapprobation of his subordinate's conduct.
3. ...the supervisor should not argue with his subordinate.
4. ...the supervisor should not pay exclusive attention to the manifest content of the conversation.
5. ...the supervisor should listen, not only to what a person wants to say but also to what he does not want to say or cannot say without assistance.

### The Questionnaire

Let us first consider the use of questionnaires which require written response to printed questions and

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<sup>6</sup> L. E. Ghiselli, and C. W. Brown, Personnel and Industrial Psychology, Second ed., McGraw-Hill, New York, 1948, pp. 457-458.

<sup>7</sup> Roethlisberger & Dickson, Management and Morale, p. 41.

may be included in the latter as "other cases."

### Interrelated Issues

As a result of the two preceding chapters it is clear that the two issues are closely related. The two issues are closely related for the reasons. These two issues are closely related to the fact that the two issues are closely related and have been proposed to live with the following:

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are being increasingly used to measure attitudes. The main advantage of the questionnaire is in that it is simple to administer. It may be sent to the employee's home to be filled out there, or may be given on Company time. They may ask questions that can be answered: first, in yes-or-no and true-or-false fashion; second, by choosing from a group of several possible responses; and, third, by ranking lists of items of varying degrees of favorableness. They may be limited to a few subjects or cover practically all phases of employee relations.

Results from the questionnaire method can be obtained relatively cheaply and quickly. Questionnaires can be given to large groups of people within a short period of time by inexperienced help. Responses can be secured which are highly specific, are easily marked for tabulation and yield satisfactory measures of attitudes.

The chief disadvantages of this method are the same that apply to any questionnaire. Are the questions constructed so that they really ask what the inquirer wants to know? Will the one who answers the questions interpret them as intended? Will he give his real thoughts? This question is of greatest importance since unless the answers are honestly given, the results are of no value. Are there leading questions? Is the questionnaire too long and complicated? Is it useful for



present purposes, even though it is impersonal?

Thus, the scale is balanced in favor of the questionnaire method when the attitudes of large numbers of employees are to be measured in relatively short periods of time. It is assumed, of course, that the questionnaire is skillfully constructed, administered, and evaluated, else the results are of no value.<sup>8</sup>

Let us now consider the various aspects of the interview method. There are, in general, two broad approaches to interviewing; directive and non-directive. In the former, the interviewer assumes values and goals and tries to direct the client toward them; in the latter, the client or employee is induced to work out his own solutions and values. The authoritative approach is older, while modern trends are decidedly in the direction of laissez-faire methodology. The directive system assumes that intellect, diagnosis and understanding leads the employee to a corresponding attempt at self-correction. Its weakness lies in ignoring the part played by emotions. The technique is, by skillful interviewing and artful listening bordering on psychoanalysis, to draw out of an individual what is really innermost in his feelings toward his work situation and help him analyze for himself why he feels as he does. However, like other approaches to problems

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<sup>8</sup>

M.J. Jucius, Personnel Management, p. 315.





of human relations, the non-directive interview is not a cure-all and has considerable limitations. It is costly and time consuming and requires the use of trained interviewers. It will only work when the employee can be encouraged to talk freely. The immediate supervisor is representing authority and this status inhibits the free flow of this catharsis type of interview.<sup>9</sup> Another obstacle in such a program is the disinclination of employees to be marked as problem cases. It is considered important that the officer be made aware of this non-directive type of interview technique since there are instances when it can be used with considerable success.

### The Exit Interview

Another technique for determining general employee attitude toward the organization and also feeling or opinion with regard to specific practices, departments or supervisors, is provided by the exit interview. The value of the exit interview may be quickly summarized in that it helps to retain desirable employees and provides a check on policies covering employment, placement, training, salaries, reasons for terminations in different departments, effectiveness of grievance procedure, and other sources

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<sup>9</sup> Carl R. Rogers, Counseling and Psychotherapy, Houghton Mifflin Company, Boston, Mass., 1942, pp. 19-47.





of employee dissatisfaction.

An employee who is working in the organization is often reluctant to express his true feelings. But the employee who has terminated his employment is usually quite willing to say what he thinks about the organization and management has little to lose (and often much to gain) by listening to what he has to say.<sup>10</sup> While any single employee may have grievances for which there are no real bases in plant practices, yet if appreciable number of employees terminating their employment mention the same situations or practices as unsatisfactory, it is usually safe to conclude there is real reason for their discontent. Under such circumstances, it is also a reasonable assumption that employees still on the job are not entirely satisfied with these practices or policies. Energy should then be exerted to correct these situations which are deterrants to good morale.

#### Summary

This chapter invites attention at the very beginning to the fact that the appalling thing is that what is known as a result of such techniques has not been used in many instances.

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<sup>10</sup>

J. Tiffin, Industrial Psychology, Second edition, Prentice-Hall, New York, 1947, pp. 469-471.



The categories of morale measurement are put forth as, first; the physical measure of operating results, and the hazard of using this category are put forth and emphasized by stating that the main difficulty lies in that the interpretation of such measures by management may be prejudiced selfishly in favor of its own acts. The second category is the opinion polling technique. In this area the differences between the directive and the non-directive interview are pointed out. This is followed by a discussion of the questionnaire pointing out the strength and weakness of this instrument.

The purpose of morale measurement techniques which may have been missed in the foregoing chapters, can be stated in that it is the diagnostic tool of the leader in order to lay the groundwork for improving morale. Those involved in a program of interviewing may well review the five rules of interviewing involved herein since they are not theory but the result of long experience in such a program.

As a final aspect the exit interview is analyzed and the results of such interviews are considered of great importance since the results can indicate the preventive therapy which must be prescribed in order to correct a force effecting the morale of the organization.





## CHAPTER VIII

### SUMMARY

#### Resume

In order that the overall perspective of this paper may not be lost because of the detailed material presented in the past seven chapters, a short review of the material covered is presented herewith.

The introductory chapter states the problem and puts forth the objective of the paper which is to provide the Navy Supply Officer with an understanding of the most important factors which may affect the morale of civil service personnel and to provide a guide for him so that he may operate within those areas to the best advantage for all concerned. This involves a transition from the authoritarian military approach to the democratic approach which must be used for successful management of civil service personnel if morale is to be maintained and the management is to be effective. There is also presented here the sources from which the officer gets his authority over civil service personnel and the limitations placed upon him. The purpose of this is to provide the officer with the rules under which he must operate and help him keep within the limits of such authority.

The second chapter provides the officer with the





necessary guides for the understanding and meeting the requirements of good personnel management and shows clearly what is required in the democratic situation. The purpose of this chapter is to bring the officer up to the proper level of understanding needed to operate in a duty calling for the supervision of civilian personnel.

The third chapter defines morale as a "state of mind" after analyzing several definitions of morale. The growth in the recognition of the importance of employee morale in private industry is traced briefly. An analysis of the factors in morale reveals that these factors may be anything and will vary with the situation. The effects of good morale are put forth since they provide a guide for a quick evaluation of the status of employee morale in any activity.

The fourth chapter discusses leadership and its relation to morale and indicates the leader as the primary factor in influencing morale in either the democratic or military situation. A distinction is drawn between democratic and military leadership so that the officer may see clearly the requirements of his new role in democratic leadership. There are also presented several techniques which may be applied by the officer in order to maintain and raise the morale of those he may supervise. The first long range technique involves continually associating the

necessary either for the understanding and meeting the requirements of good personal relations and some clarity which is required in the democratic situation. The purpose of this chapter is to bring the officer up to the proper level of understanding needed by morale in a busy setting for the investigation of civilian personnel.

The third chapter defines morale as a "state of mind" after analyzing several definitions of morale. The growth in the recognition of the importance of morale in private industry is traced briefly. An analysis of the factors in morale reveals that these factors may be applied and will apply also to the situation. The effects of good morale are not known since they provide a guide for a more extensive of the system of activities morale in any activity.

The fourth chapter discusses leadership and its relation to morale and indicates the leader as the primary factor in influencing morale in either the democratic or military situation. A distinction is made between democratic and military leadership as that the officer and the officer the requirements of his role in democratic leadership. There are also mentioned several techniques which may be applied by the officer in order to maintain and raise the morale of those he may supervise. The final four pages contain a summary of the material presented in the

success of the activity as concurrent with the benefits the employee may receive. Stated more briefly, what's good for the organization is also good for the employee. This technique calls for subtle approach and the results cannot be expected in a short period of time. The second technique calls for the encouragement of group participation in work improvement and a respect by the leaders for the suggestions of the employees. Finally the technique of recognizing the employee as an individual is put forth since it has been proven that the employee has higher morale when he knows that someone, particularly his supervisor, has an interest in his problems.

The fifth chapter covers grievances and their effect on morale. The primary requirement of a good grievance procedure is that it provides an avenue of communication to top management for an employee with his grievance. While the grievance may seldom reach this top level, the effect on morale of such procedure lies in the fact that the employee knows the machinery is there "just in case" and that it is properly supported at all levels of management. Navy grievance procedure, restricted though it may be, is presented as evidence of the recognition of the importance of a grievance procedure to the morale of military personnel. While civil service grievance procedure does not provide a role for the officer as a supervisor, he is of necessity



interest of the society as a whole with the knowledge  
 the employee has received. It is not only the employee's  
 good for the organization is also good for the employee.  
 This feeling calls for a change in the attitude  
 should be expected in a short period of time. The change  
 feeling calls for the development of a new organization  
 in new movements and a change in the way of thinking  
 suggestions of the employees. Finally the change of  
 organization the employee as an individual is not only alone  
 it can have been that the employee has other interests  
 when he knows that someone, particularly his organization, has  
 an interest in his progress.

The first change is the change in the attitude  
 effect on society. The primary requirement of a good organization  
 good progress is that it provides an avenue of communication  
 for the management for an employee with his interest. While  
 the employee may still reach this end, the effect  
 on society of such progress lies in the fact that the  
 change under the management is not "lost in time" and that  
 it is properly supported at all levels of management. Any  
 change program, whether it is or is not, is not  
 needed as evidence of the responsibility of the management of  
 a change program to the society of military personnel.  
 While civil service personnel should not be  
 a rule for the officer as a requirement, it is necessary

required to take active interest in the grievances arising in his department. Therefore, a series of guides is put forth to provide a course of action for the officer in a grievance situation.

The sixth chapter has to do with discipline and disciplinary action and their relationships to morale. The distinction is made between discipline externally administered and that of self discipline arising from within the individual which exhibits itself as an effect of good morale. There is then drawn a distinction between positive disciplinary action or the awarding of praise and commendations and negative disciplinary action calling for the awarding of penalties and other punishment. There is also stated here that as morale rises the need for disciplinary action should decrease. There is also put forth a set of guides for administering each of these disciplinary action programs.

Finally, chapter seven outlines morale measurement techniques briefly. These techniques are broken down into two broad categories. The one category has to do with the analysis of the physical measure of operating results. The hazards of using this technique as an indicator of employee morale have been indicated as well as the most effective manner in which the results of such studies can be used. The second category has to do with opinion

important to take action today in the otherwise existing  
in his movement. Therefore, a series of actions is now  
forth to make a number of points for the future in a  
diverse manner.

The first method has to do with the action and  
disciplinary action and their relationship to each other. The  
discipline is made between the action and the discipline  
based on the fact of self discipline and the discipline  
individual action action itself as an effect of good  
action. There is then a discipline between positive  
disciplinary action and the discipline of action and commu-  
nity and negative disciplinary action action for the  
society of discipline and other discipline. There is also  
action here that is more than the fact of disciplinary  
action action discipline. There is also the fact of  
action for disciplining action of these disciplinary action  
programs.

Secondly, the action action discipline movement  
technology itself. These technologies are based on the  
the action discipline. The action discipline has to do with  
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The action of using the technology as an indicator of  
employee action here was indicated as well as the action  
effective action in action the results of such action  
can be used. The second technology has to do with action



polling techniques. The opinion polling technique has been broken down by method into the questionnaire and the interview. The advantages of the questionnaire are put forth and the advantages of the directive, non-directive, and the exit interview are briefly stated. The difficulties with these techniques appears to lie in the failure of management to effectively utilize their results and in the misinterpretation of results by using these techniques without supervision of the program by properly trained personnel.

### Principles

The following principles have been put forth in the preceding pages and represent the consensus of thought on the part of writers in the field of personnel management as to what are the most important guides in a morale development and maintenance program:

#### Leadership principles

1. A leader who takes care of his men will be respected and taken care of by them.
2. The ends and purposes of society in their direct relationships to the objectives of the group must be placed before the employee continually.
3. The most effective way of getting things done is through encouraging cooperative effort.
4. Production increases and morale is higher when the employee knows the leader is interested in him as an individual.

collected information. The system being described has been  
 system does by using into the questionnaire and the labor-  
 view. The advantages of the questionnaire are that they  
 and the advantages of the interview, non-directive, and the  
 case interviews are briefly stated. The distinction with  
 these techniques appears to lie in the nature of management  
 to effectively utilize their results and in the manner  
 position of research of using these techniques either  
 supervised at the outset by properly trained personnel.

### Techniques

The following techniques have been used in the  
 preceding pages and represent the techniques of management  
 the part of either in the study of personnel management  
 as it was the most important factor in a single case  
 research and management program.

### Leadership Principles

1. A leader who takes care of his men will be  
 respected and loved and will be  
 successful.
2. The end and purpose of society is unity  
 direct relationship to the objectives of  
 the group must be placed before the objectives  
 individually.
3. The most effective way of leading things  
 done is through encouragement and approval  
 efforts.
4. Promotion incentives and rewards is highly  
 effective for employees when the leader is inter-  
 ested in them as individuals.

5. The best method for dealing with informal groups is to recognize their existence, identify their leaders and use their services to further the objectives of the organization.

#### Grievance principles

1. Whether well or ill founded, grievances undermine morale.
2. A grievance procedure must provide a channel of communication to top management and be supported at all levels if it is to be a factor in morale improvement.
3. An employee must be made aware of the grievance procedure and have confidence in it before it will have any effect on morale.

#### Discipline principles

1. Morale varies inversely with discipline. As morale rises the need for discipline should decrease.
2. Self discipline is an effect of good morale.

#### Disciplinary action principles

1. Disciplinary action should not be taken unless a real necessity for it can be shown.
2. Negative disciplinary action must be just, but sufficiently severe to meet the requirements of the situation. Strong morale cannot be built on weak disciplinary action.
3. Decisions governing penalties or rewards should be based on facts.
4. The intent of the individual should be considered in determining the nature and degree of disciplinary action that is proper.
5. The reasons for disciplinary action should be made clear.
6. A subordinate should not be required to criticize his superior.



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7. Disciplinary measures, both positive and negative, should be applied by the immediate superior of the individual affected.
8. Negative action should be taken privately whenever possible.
9. The responsible executive should resume a normal attitude toward the offending individual after negative disciplinary action has been taken and the individual has paid the penalty assessed.
10. Consistency in disciplinary action is necessary for consistent action in the accomplishment of the objectives.
11. Negative disciplinary action should usually not be applied to large groups.

#### Morale measurement principles

1. The value of morale measurement techniques should be in their ability to detect deterioration of morale before it declines to a dangerous level.

#### Conclusions

From the data developed in this study the following conclusions regarding the development and maintenance of morale among civil service employees at a major continental shore supply activity may be made:

1. Personnel management in a Navy continental shore supply activity is an aspect of management which is concerned with the planning, organizing, and controlling the performance of those functions having to do with the procurement, development, maintenance, and utilization of

7. Discrepancy measurement, both positive and negative, should be applied to the immediate superior of the individual affected.

8. Negative action should be taken relatively whenever possible.

9. The psychological negative would remain a normal attitude toward the individual in-  
dividual after negative discrepancy action has been taken and the individual has been fully advised.

10. Indication in discrepancy action is necessary for consistent action in the management of the individual.

11. Negative discrepancy action should usually not be applied to large groups.

#### Motive Measurement Principles

1. The value of motive measurement techniques should be in their ability to detect deterioration of motive before it reaches a dangerous level.

#### Conclusions

From the data developed in this study the following

conclusion regarding the development and maintenance

of motive among all service employees as a major con-

clusionary study activity may be made:

1. Personnel management in a very fundamental

more deeply activity is an aspect of management which is

concerned with the planning, organization, and controlling

the performance of those functions having to do with the

procurement, development, maintenance, and utilization of



the working force so that the mission of the activity and the personal objectives of the employees may be accomplished effectively and economically. The factor of morale is of major importance in this process.

2. It follows, then, that the objectives of morale development are concerned with the maximum utilization of the human resources in the accomplishment of the mission of the activity.

3. Ultimate responsibility for the morale status of the employee lies with the leader.

4. Civil service employees are a vital component of the Navy's total manpower resources and since they compose the greater majority of the Navy's work force ashore, the development of morale should be foremost in order that the forces afloat may receive the direct results of good morale in higher productivity and greater efficiency in support thereof.

5. The administration of discipline requires considerable care and forethought if it can be expected to positively influence morale.

6. Navy civil service grievance procedure compares favorably with that of civilian industry. However, a thorough understanding of the mechanics thereof by the supply officer is necessary in order that the procedure may be properly supported and the desirable effect on em-

The working force is that the element of the activity and the personal character of the employee may be recognized as efficiently and economically. The latter of course is of major importance in this process.

5. It follows, then, that the objectives of general development are connected with the maximum utilization of the human resources in the accomplishment of the mission of the activity.

6. Ultimate responsibility for the course of the

of the activity lies with the leader.

7. Civil service employees are a vital component

of the State's total manpower resources and since they

occupy the greatest majority of the State's work force

therefore, the development of service should be foremost in

order that the forces which are essential for the direct service

of most service in higher productivity and greater efficiency

in support thereof.

8. The administration of discipline requires constant

evaluation and development if it can be expected to

positively influence service.

9. Every civil service employee possesses individual

characteristics and is of different ability. However, a

thorough understanding of the individual is essential to the

proper effect of discipline in order that the procedure

may be properly supported and the desirable effect on all

ployee morale gained.

7. Morale measurement techniques are only justified if they are administered by qualified personnel and the results used.

8. The Navy supply officer concerned with the administration of civil service personnel will find that a transition is required from the authoritarian techniques of military management to the democratic techniques of civilian management.

#### Recommendations

In order to assist the Navy supply officer concerned with the administration of civilian personnel to enjoy his tour of shore duty and receive the cooperation of those he may supervise, the following recommendations are made:

1. That the supply officer recognize the fact that a change in tactics is required in order to operate in a democratic situation.

2. That the supply officer make every effort to understand and meet the requirements for good personnel management.

3. That the supply officer fully understand the term "morale" and its effects on the employee.

4. That the Navy supply officer know, understand, and apply the principles for morale maintenance and develop-



gives more detail.

7. Female maintenance technicians are also included in the category of personnel who are considered as essential personnel.

8. The Navy Supply Officer concerned with the administration of civil service personnel will find that a distinction is required from the administrative viewpoint of military management to the personnel management of civilian management.

Recommendations

In order to assist the Navy Supply Officer concerned with the administration of civilian personnel to enjoy the best of these days and realize the cooperation of those in his organization, the following recommendations are made:

1. That the supply officer recognize the fact that a change in action is required in order to operate in a democratic situation.

2. That the supply officer make every effort to understand and meet the requirements for good personnel management.

3. That the supply officer fully understand the term "morale" and its effects on the employees.

4. That the Navy Supply Officer know, understand, and apply the principles for morale maintenance and develop-

ment as discussed in this paper.

5. That the supply officer familiarize himself with Navy Civilian Personnel Instructions in order to properly perform his supervisory job within the limits of his authority.

6. That the supply officer recognize the importance of morale in the organization.

7. That the supply officer realize that, of all the resources at his command, the human element is the most important and without its proper application the objectives of the organization cannot be obtained. Therefore, his employees should be treated in accordance with their recognized importance.

has been discussed in this paper.

5. That the people of the Republic of China

with their united front in order to

properly perform his supervisory job within the limits of

his authority.

6. That the people of the Republic of China

at work in his organization.

7. That the people of the Republic of China

the resources at his command, the human element in the

most important and element in proper application the

objectives of the organization cannot be obtained. There-

fore, the Republic of China is a country with

their economic importance.

8. That the people of the Republic of China

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